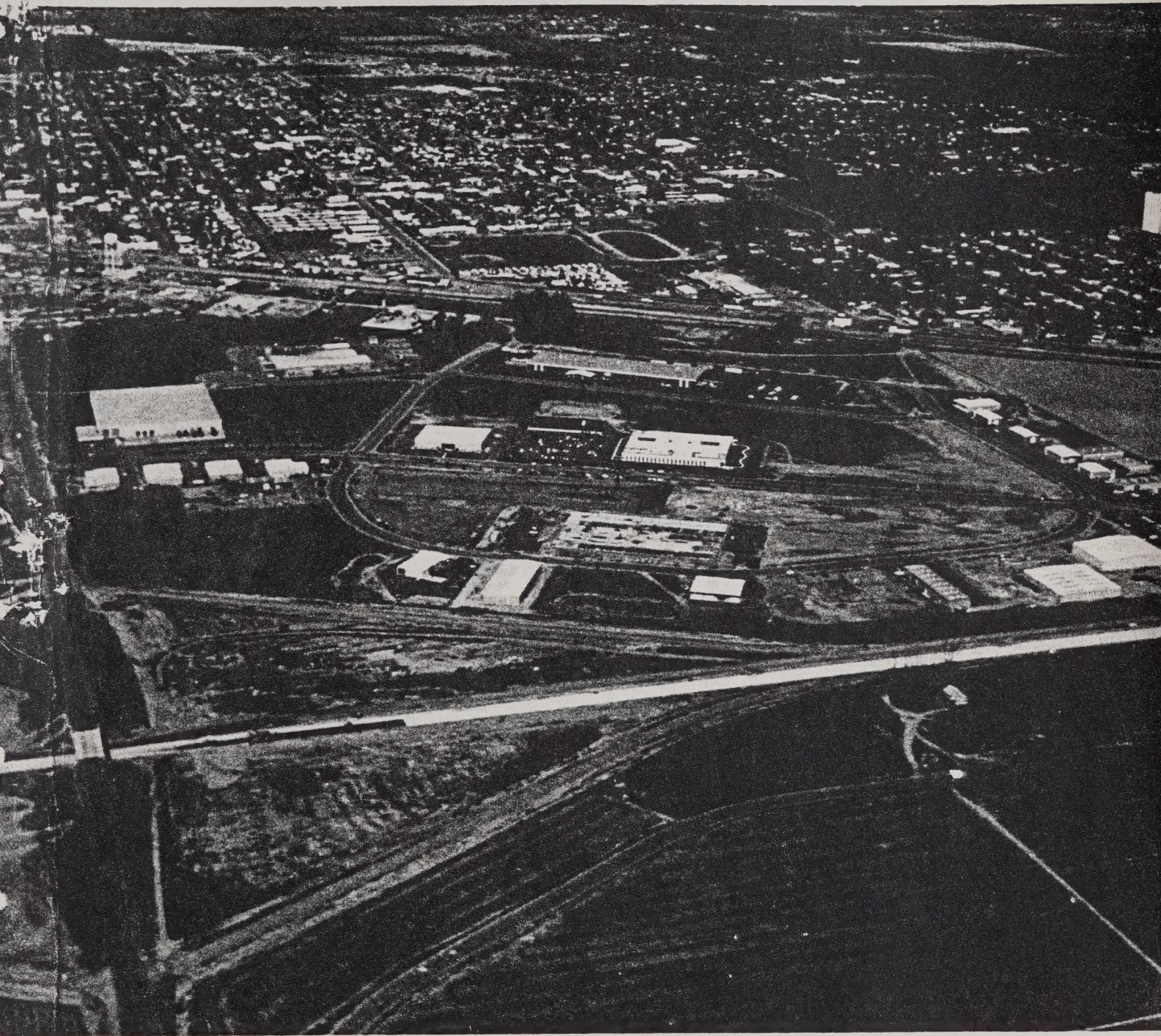


# MANTECA



INDUSTRIAL PARK, 120 BYPASS,  
EAST MANTECA

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## GENERAL PLAN UPDATE

1980 - 2000

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MANTECA, CALIFORNIA  
COMPREHENSIVE UPDATE  
OF THE GENERAL PLAN

Spring, 1981



# Acknowledgements:

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\*Ex-council member

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Diane Licht  
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Spring, 1981

Mayor Trena Kelley;  
Members of the City Council;  
Planning Commission, and Other Officials; and  
Interested Citizens of Manteca.

Attention: Richard Jones, City Manager; and Phil Sanguinetti Plg. Director

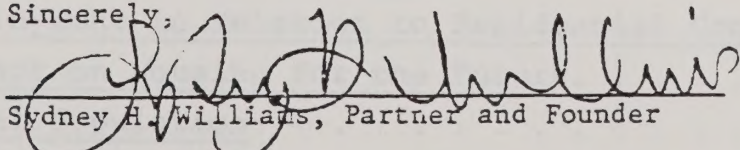
Dear Mr. Jones and Mr. Sanguinetti:

It is a great pleasure, pursuant to our Contract with the City of Manteca, to deliver to you the General Plan Update for Manteca. This is particularly the case, because the Spring 1981 Update represents a new stage in planning for this interesting City. As noted during the Development Policy Conference in Spring, 1980, the Scenario contained in the General Plan Update reflects support for revitalization of Manteca's Central Core, and upgrading of older neighborhoods, including historic preservation, where appropriate. The Plan Update also reflects strong support for orderly long-range growth plans, including an orderly system for the City's growth fringe - in place of urban sprawl in the surrounding agricultural areas. It is also significant that the Plan contains provisions reflecting support at the Conference for consistent industrial locations and levels of industrial growth, and meaningful support for urban design enhancement throughout Manteca.

The provisions in the General Plan Update are significant in another important respect. They reflect the introduction by your Consultants of a Plan which contains recommendations at appropriate levels of certainty - reflecting the time phase at which each significant recommendation will normally be carried out - in terms of public and private action. This can be recognized as more useful to private interests and the City, than a General Plan which does not distinguish among recommendations which are short-range from those which are not anticipated to take place for twenty or more years.

We have had the assistance of many groups and individuals in Manteca in the preparation of the General Plan Update, and wish to thank all of them; in particular those who participated in the Development Policy Conference; the City Council and Planning Commission for their sensitive action in the review of the Plan; and the City Manager and Planning Director and Staff.

Sincerely,

  
Sydney H. Williams, Partner and Founder

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## INTRODUCTION

### PURPOSES OF THE PLAN

Manteca's long-range Comprehensive General Plan Update is intended to provide guidance for public and private development in the City and to look forward twenty years or more with demographic projections translated into land use marketing and public facility needs. It is essential to have an up-to-date Plan for the guidance of City officials and concerned private citizens, including both developers and consumers of housing and other services. Such a long-range comprehensive guide has long been required by State Law for good and proven reasons.

In the past, most general plans were aimed at guidance for the long-range future but frequently little recognition was given to the need to provide clear interim guidance - to outline the steps by which the City would move from its present configuration to the future character foreseen in such a long-range plan. Now, with California's urban growth somewhat slowed down from that of the post-war and 1960 decades, cities have an opportunity to do more thorough planning and to study more carefully the steps needed to satisfy the processes of orderly future development. Economic conditions in the late 1970's and early 1980's now also make the careful phasing of incremental development both more necessary and more valuable. These, among other reasons, have lead to the policy that interim planning and phasing are important aspects of planning in modern General Plan Update programs.

### LEGAL REQUIREMENTS

Additionally, General Plans in California necessarily include the 9 mandated elements, naturally including the traditional land use and circulation elements. Manteca has all the mandated elements although a limited amount of up-dating and strengthening is needed for full effectiveness. Naturally, some are vitally important and



others less so in terms of Manteca's particular needs. However, achieving the proper balance and emphasis among these mandated elements in terms of the City's needs, goals and priorities - is clearly essential in the current program. Urban design and energy elements are not required by law at this time but should be considered for the future.

## THE GENERAL PLAN SYSTEM FOR MANTECA

### GENERAL CONSIDERATIONS

The above purposes make clear there are several different levels of decision as to both the time intervals and the degree of certainty in the Manteca General Plan Update recommendations. For example, the Plan must be very specific when the need is immediate; but within its comprehensive recommendations, it will need to be less specific when certain needs have not yet been clearly defined or where future conditions cannot be fully known at this time. The General Plan document thus must indicate clearly all these differences in timing and certainty. Needless to say, many of the less certain recommendations in the Plan will generally be those furthest off in time and thus, as time passes, such recommendations will need to be reviewed and refined to become more precise at an appropriate future time.

### THE TIME FRAMEWORK - PHASING OF THE PLAN

Phasing is most applicable to those recommendations which extend or alter the urban form; in Manteca, the amount and direction of residential growth and the industrial park expansion fall into this category most clearly. For details of residential phasing, see the following section on Land Use, subheading Residential Phasing.

Logically, the existing or immediate phase is of short duration with succeeding phases becoming longer. The following time intervals are indicated where specified and included in the General Plan Update Map and Text.





<u>Designation</u>	<u>Period Designated</u>	<u>Time Interval</u>	<u>Elapsed Time</u>
1. Existing or Immediate	Mid 1980 thru 1982	2 + years	2 + years
2. Short-Range	End 1982 thru 1985	3 years	5 years
3. Intermediate-Range	End 1985 thru 1995	10 years	15 years
4. Long-Range	Beyond end of 2000	10+ years	25+ years

Except for residential infilling of land already committed to urbanization, which is strongly recommended, residential recommendations are primarily given time phasing - in lieu of levels of certainty. Other appropriate proposals may be assigned levels of certainty in accordance with those shown below.

#### LEVELS OF CERTAINTY INCLUDED IN THE PLAN

##### 1. Factual Statements:

- . Physical, social or economic situations or characteristics unlikely to be seriously modified in the future.

##### 2. Strong recommendations based on or incorporating:

- . Obvious solutions to clearly recognized problems.
- . Proposals related to widely accepted goals.
- . Proposals necessary to accommodate strongly defined trends - social, economic or physical.

##### 3. Proposals clearly desirable to accomplish:

- . Coherence among the elements (sub-systems) in the overall plan system.
- . Higher social, economic, functional and/or aesthetic values in the environment represented in the comprehensive plan.

##### 4. Proposals consistent with the overall plan and worthy of being held in view until future events establish validity or lack of validity.

##### 5. Proposals unknowable except through future trends or through later analysis.





6. Proposals suggested as possibly of future interest but validity unlikely to be determined through any known means or in foreseeable future.

EXAMPLES OF LEVELS OF CERTAINTY - AND TIME FRAMEWORK

The examples found in the Updated Manteca General Plan proposals include:

1. Factual: The existing grid system of section line roads and this system's effects on future development and circulation patterns in outer Manteca.
2. Strongly Recommended: Clear and specific recommendations for expansion of the industrial park; timing of such decisions is short-term to accommodate strongly defined trends and needs in the City of Manteca. Upgrading of residential environment.
3. Clearly desirable: Features recommended to define the City's urban edge and to protect the surrounding agriculture; some elements of this recommendations may be immediate, short-range or intermediate time periods. Much of the detailed planning and implementation of the urban edge will be within the intermediate and long-range time periods.
4. Consistent with the overall Plan and worthy of continued study: Satellite Communities such as Raymus Village; additional study will be needed to determine if and when other satellite communities are needed to fulfill local needs.
- 5- Unknowable or Possibly of Future Interest: Such recommendations
6. are primarily presented or discussed in the text of the General Plan, and wherever they appear to be appropriate to the City's potential future needs - such as linear parks or edges beyond projected boundaries, or areas which may be suitable for very long-range, residential, commercial or industrial growth, or desirable for possible public use.



Wherever appropriate, the above time phasing and/or the level of certainty are indicated for the proposals on the map and in the text showing and describing the Updated General Plan for Manteca.

## REVIEW OF EXISTING GENERAL PLAN ELEMENTS

### Land Use

The need for a revision of the land use element has been recognized by the initiation of the present planning program. Treatment of the urban edges and fringe areas, along with phasing and levels of certainty of development proposals have been the subjects of intensive study, and major recommendations concerning them are contained in the Plan. In these and many other respects, the Land Use Element is closely related to the Urban Design recommendations.

### Circulation

No major revisions to the circulation element are needed or included in the present recommendations. Additional attention is given to pedestrian and bicycle ways; minor residential street patterns and design have been given special attention. There are important relationships of this element to the Public Safety Element.

### Community Design (Urban Design)

An Urban Design Element is optional, not mandated by the State, and Manteca does not have one at the present time. However, with Manteca's accelerated growth in the past few years, it can be emphasized that a good Urban Design Element would be desirable. Also, this may be the opportune time, perhaps the last chance, for sound useful Urban Design principles and recommendations to be submitted. Thus, the Updated General Plan focuses careful attention on this subject. Later, a comprehensive Urban Design Element should be prepared for Manteca.





### Housing Element

Manteca adopted a minimal Housing Element as part of the General Plan in 1975. This step clearly recognized that availability of suitable housing is a meaningful problem and that Manteca has a role to play in its solution. However, the present adopted Element has no local action program. This represents a significant need as well as a requirement. Thus, a separate Housing Element has been prepared as part of this planning program. It sets up an action program carefully tailored to Manteca's future needs and capabilities regarding low/moderate housing availability.

### Scenic Highways Element

With the opening of the new freeway by-pass (Highway 120), and the proposed rebuilding of Yosemite Avenue, Manteca must give more attention to this subject in terms of its future needs and goals. For example, attention to the City's Gateways' is important. Views from both elevated freeways (Highway 99 and 120), and at all significant entrances to Manteca, constitute one of the first direct preceptions of the City and thus may set the overall tone of its character. Scenic highways clearly are closely related to Urban Design principles and are thus separately covered in this section of the text, under the heading of Parkways.

### Open Space and Conservation Element and Recreation Element

Manteca adopted a Recreation Element in 1971 and an Open Space and Conservation Element in 1973. Both contain good sets of principles and goals. The Recreation Element is intended to carry out the internal open space needs and the City has systematically developed parts to provide for new residential development. The Open Space and Conservation Element takes into account the policies and objectives of the San Joaquin Council of Governments and of San Joaquin County. The Manteca ordinance contains a good analysis of water resources. The major short-coming is in implementation measures to clearly define the boundaries of all urban areas - as distinct from agricultural areas. A special study of the Urban Growth Fringe was made, and pertinent sections of the Updated General Plan text do deal with this critical subject.





### Seismic and Public Safety Elements

Both of these County-wide elements have been adopted by reference by Manteca and appear adequate for the present time. Later, evacuation routes may need to be specified and an action plan formulated by the City. As mentioned above, attention is also given to public safety in the Circulation section of the present General Plan Update.

### Noise Element

The County-wide Noise Element has been adopted by the City and is generally considered to contain sound and adequately strong recommendations. Pertinent implementation measures for Manteca are recommended in this Report.

### Energy Element

This is not a required Element as yet. However, many cities are currently adopting ordinances, since it is becoming clearly advisable to maximize the use of solar heat and conserve fossil fuel in all possible ways. An Element has not been prepared as a part of the General Plan Update but recommendations for future study of this critical subject are included in this Report.

### Priorities

The above review has shown a refined Housing Element is presently one of Manteca's most critical needs - extending beyond the Land Use and Circulation Studies which are the major focus of the current General Plan Update Program. Since it has received particular attention it will be instrumental in helping the City meet its own needs as well as to conform to State and Federal requirements. Other Elements are also given emphasis in proportion to the levels of Manteca's particular needs and the resources which were made available for this program at this time. In maintaining a proper balance among all the Elements, implementation measures were included based on their relationship to the following questions:

- . Is the developmental problem severe enough to require a short-range or long-range action program?



- . Would an effective action program be worth any consequent cost or inconvenience to Manteca residents or to the City of Manteca?
- . In what respect or where would additional planning oriented/ legislative regulations or other forms of action programs have the widest benefit for the majority of the residents of Manteca?
- . Would any particular action programs or types of regulations executed in the near future avoid any particular future problems?
- . Would any lack of study or action in the near future on any subject result in noncompliance with State or Federal laws?

#### Reference System

Following review of the Preliminary Plan, a page referencing fact, discussion, or implementation measures for each Element will be given. This will permit individuals, development forms or government agencies to find essential information with ease and to comprehend the inter-relationships among the Elements.

### SUMMARY OF RESEARCH AND EVALUATION

#### GENERAL CHARACTER OF CITY

The Consultants are familiar with the general form of Manteca as a result of planning programs carried out there over the last twenty years. A current re-evaluation shows that Manteca still has the character of a family-oriented community with a pleasant small town feeling. It still has some of the characteristics of a "bedroom" community although more local jobs are being created. New dwellings continue to be much in evidence. Some of the older neighborhoods contain a few deteriorated dwellings, but deterioration is generally intermittent rather than spreading widely.

New commercial development is also in evidence, particularly along North Main Street and along the outer sections of Yosemite Avenue. Downtown, some new development is interspersed with outmoded build-





ings - some of these are deteriorated. Without the remedial action proposed for Yosemite Avenue, the older Downtown core could progressively deteriorate.

The opening of the Route 120 bypass will remove some traffic from Yosemite Avenue and may assist in the improvement program. As noted in the Urban Design Principles section, it is essential that the City control new development at all entrances to Manteca and allow a good image of Manteca to be presented from the elevated freeways, including the bypass itself.

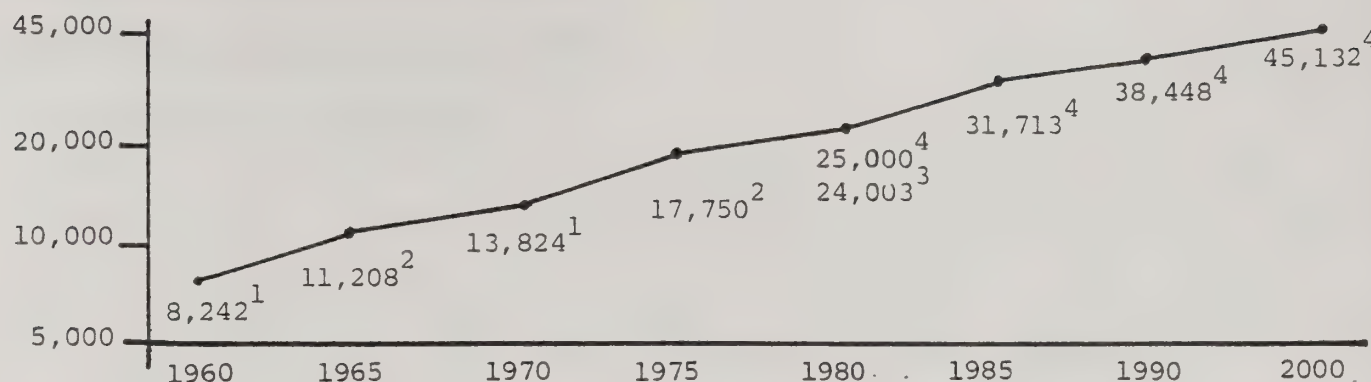
Although no longer in the heart of Manteca, the new civic center is well-designed and adds quality to the City. The industrial park personifies a new vitality. New subdivision streets lack planting and in some cases appear harsh and barren. As planting matures, the appearance will be improved although the paving width is still somewhat excessive for residential access streets. Some of the new structures are architecturally sound and properly reflect the desired spirit of Manteca. Requirements for additional landscaping will mitigate the harshness of some of the less distinctive industrial structures.

Other aspects of Manteca's general character reflect its San Joaquin Valley setting - including a somewhat ragged fringe of growth at some edges of the City, which will need to be firmed up as indicated in the Urban Design Principles section of this Report.

#### DEMOGRAPHIC RESEARCH

The General Plan Update program was not funded to provide for extensive original research, since relatively little research was deemed necessary to update the Plan. Thus, the following data are primarily compiled from existing records.



Population - History of Growth

Source: 1 U.S. Census, 1960 and 1970.

2 State Department of Finance estimates.

3 Preliminary Census figures, 1980.

4 Williams, Platzek and Mocine.

Table 2

Residential Building Permits

Calendar Year	Permits by Year			
	Single Family	Multi-Family	Total	% Multiple
1966	91	36	135	26
1967	106	21	127	17
1968	113	83	196	42
1969	92	50	142	35
1970	121	85	206	41
1971	143	96	239	40
1972	160	130	290	45
1973	189	60	249	24
1974	192	79	271	29
1975	239	30	269	11
1976	292	22	314	7
1977	598	242	840	29
1978	533	180	713	25
1979	396	82	478	17
Total	3,265	1,196	4,461	Average 27
1980 through July	91	54	145	37
1980 Esti.Total	175-210	75-90	250-300	30

Table 3

	Average Annual # of Permits by Statistical Periods			
	Single Family	Multi-Family	Total	% Multiple
1970-74 inc. (5 yrs)	161	90	251	60%
1975-80 inc. (5 yrs)	412	111	523	21%
1966-79 inc. (14 yrs)	233	85	319	27%
1970-79 inc. (10 yrs)	286	101	387	26%

Note: 30 percent multi-family assumed future average





## PROJECTION OF RESIDENTIAL GROWTH

### Policy of City of Manteca

One factor in determining the future type, location, and to some extent the rate of future residential growth are the policies adopted by the City in terms of zoning, subdivision approvals, extension of streets and other municipal services. In Manteca, it was decided at the Policy Conference that the City could absorb a maximum of approximately 500 dwelling units in an average year without lowering the level of municipal services and endangering the quality of life of present inhabitants. It is, therefore, a fundamental policy in the Plan that the annual growth of Manteca should be phased so as to average at about this level. The preceding table shows that the average number of new dwelling units between 1966 and 1979 was 319, and between 1970 and 1979 was 387. The range was from a low of 127 in 1967 and 206 in 1970 to a high of 840 in 1977. For 1980, the number is expected to be between 250 and 300 new dwelling units. It is well known that such variations will continue, since on an annual basis the housing industry must respond to outside factors such as mortgage and business interest rates, and federal housing finance programs which encourage or discourage construction. Considering the fourteen year and ten year averages, the goal for the future of 500 new units per year as a maximum potential appears reasonable, as expressed in the Plan.

### Employment in Relation to Residential Growth

Residential growth is naturally directly related to regional employment opportunities - jobs bring people and families. Until recently, most of Manteca's residential growth has been in response to job increase in nearby cities, such as Modesto and Stockton, which provided the new primary jobs to support Manteca's residents. Furthermore, the new primary jobs created in Manteca's Industrial park and resulting rise in direct local employment is a relatively new factor to consider. Also, these jobs as created in the



industrial park generate additional secondary jobs in those businesses which serve basic industries and provide necessary services for the new local population. A past rule of thumb was that each primary industrial job created one additional secondary job, with a sizable proportion of the secondary jobs in services such as education and services. In Manteca today, the impact is not expected to be that great. However, the Manteca School District reports that due to decreasing family sizes in Manteca, it would have been necessary to close schools, without the influx of new families moving into the City. Thus, teaching employment, for example, is relatively steady with new growth in residential construction. Also, other government services have not recently expanded and are not expected to expand at the rates assumed by the one-to-one formula. Additionally, many commercial and other services which are used by the Manteca population are located in the large centers of Modesto and Stockton, and thus will not generate additional Manteca employment. Therefore, a more conservative secondary job creation rate has been assumed for generated Manteca employment.

A check with the principal employers in the City's Industrial Park shows that approximately 10 percent of all employees were brought into Manteca by the firms. Ninety percent of these employees were already residents in or near Manteca at the time of employment. Thus, it is estimated that the in-migration due to industrial growth has absorbed approximately 54 homes since mid 1974 or approximately 9 per year. It follows that the impact of new or secondary jobs on housing generated by new primary employment was very small insofar as Manteca is concerned. Furthermore, the exact amount of new residential growth which can be attributed in the future to new local employment is difficult to quantify because of the many complex inter-relationships between Manteca and its neighboring cities. However, it is still clear that, as local employment continues to rise, the impact on housing will also rise to some extent. Thus, even without precise knowledge of the future, the following assumptions can be made to assist in predicting growth for Manteca and to act as a measure or check on possible future growth rate. For purposes of the Plan Update, it is assumed that:





1. Four primary jobs in new industrial development will generate one secondary job in Manteca, and one within neighboring service cities.
2. In-migration due to primary employment will rise from the present 10 percent of new employment to 15 percent
3. In-migration due to secondary employment in Manteca will be 10 percent of secondary employment.
4. In-migration due to new employment opportunities in neighboring employment centers will remain at present levels or increase slightly.

#### Impact on Housing for the future

Within the next 5 years it is anticipated that a maximum of 2,500 additional jobs will be created in the present industrial park. If expansion of the park occurs as planned, another 500 jobs will be added during the same period creating a total of 3,000 new jobs. The anticipated impact on secondary employment and on housing in Manteca is shown by the following Table:

Table 4

#### ANTICIPATED GROWTH IN JOBS AND HOUSING CITY OF MANTECA - 1981-85

	<u>New Jobs</u>			<u>New Housing Related to Jobs</u>		
	<u>Primary</u>	<u>Secondary</u>	<u>Total</u>	<u>Primary</u>	<u>Secondary</u>	<u>Total</u>
Mid 1974-Mid 1980	500	125	625	55	13	67
Average 1974-80	83	21	104	9	2	11
1981-1985	3,000	750	3,750	450	75	525
Average 1981-85	600	150	750	90	15	105

The table shows that while only 11 new dwellings can be attributed to last year's employment growth, it can be assumed that 105 dwellings each year will be needed to accommodate anticipated new workers during the next 5 years. It follows that, if the 387 average dwelling unit



increase 1970-79 is used as a base, an increase to 492 per year should be anticipated during the next five years, 1981-85. This is close to the limit of 500 new dwellings per year set at the Manteca policy conference. However, it is important to note that this does not take into account the housing demand growth which could be generated by an accelerated industrial development growth rate in neighboring cities such as Modesto and Stockton. If this is judged likely to occur, Manteca may experience additional housing demand in terms of expansion of residential development needed to provide for commuters. Thus, considering the above factors, an assumed limit of 500 dwellings per year appears both reasonable and prudent for the next 5 years. At that time, the assumed growth policy will need to be re-examined in terms of 1980-85 housing growth, and any anticipated new trends.

#### Total Population

Very preliminary 1980 census figures show that the City now has a population of approximately 25,000 people and 9,038 occupied dwelling units,\* that generate an average of 2.75 people per occupied dwelling unit. The outer Planning Area has roughly another 1,000 people and 370 occupied dwelling units for a total of occupied units of 9,458. Thus, with 500 dwellings added and occupied per year, the Planning Area population would be expected to rise as follows:

Table 5

#### PROJECTED POPULATION AND OCCUPIED DWELLING UNITS MANTECA PLANNING AREA 1980-95

	<u>Population</u>	<u>Occupied DU's</u>	<u>Population/Occ. D.U.</u>
April 1980	26,018	9,458	2.75
1985	31,713	11,532	2.75
1990	38,448	14,032	2.74
1995	45,132	16,532	2.73
2000	51,767	19,032	2.72

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\* Based on total dwellings with a 4 percent vacancy rate within the City.





As expressed earlier, the projection of a maximum of 500 dwellings per year appears to be a reasonable assumption for the immediate future. Naturally, this assumption may need to be modified in terms of the longer-range future. Two aspects of this projection should, however, be borne in mind. First, a uniform growth rate of 500 dwellings per year would represent a declining percentage growth rate - since the population base amount decreases each year. Thus, the rate would decrease from 5.5 percent in 1981 to 3.0 percent in 1995. By 1985, it would have decreased to about 4.7. If, for example, in 1985, the City decides it can and should absorb somewhat more growth, a future rate of 5 percent per year might prove to be acceptable. This would permit 576 new dwellings in 1986 and somewhat more in each succeeding year.

The second factor to be examined is the current change in the average number of people per occupied dwelling unit. The table shows a gradual decline in line with that projected by the County some years ago. The County projection shows an average of 2.64 persons per household for the Manteca area on the anticipated total of dwelling units in the year 2000. However, this average would increase to 2.74 persons per occupied unit at a 4 percent vacancy rate. When the 1980 census is fully tabulated the County and other public agencies will be making new demographic projections for anticipated birthrates and average family sizes. Naturally, the future figures shown here for total population should be appropriately adjusted if these future studies indicate any potential differences from the average family sizes given above.

#### Projected Dwelling Units by Type

Rather than all dwelling units, occupied dwelling units have been used in the preceding section dealing with projected population and family size. The following section, dealing with Manteca's total housing stock and other derived land use needs, is based on calculations of the total number of dwelling units.



Of all types of new dwelling units built between 1970 and 1979, 26.1 percent were multi-family. For the future years, it is assumed in projections that there will be about 30 percent multi-family units, particularly including new mobile home parks, which are developed at a multi-family average density.

Table 6  
Manteca Planning Area  
Projected Total Number Dwelling Units  
By Type by Five Year Intervals - 1980 to 1990

	1980	1985		1990	
		Number		Number	
		Added	Total	Added	Total
Single Family	6,790 <sup>1</sup>	1,750	8,540	1,750	10,290
% Total	72.1 <sup>1</sup>	70.0	71.7	70.0	71.4
Multi-Family	2,034 <sup>1</sup>	625	2,659	675	3,334
% Total	21.6 <sup>1</sup>	25.0	22.3	27.0	23.1
Mobile Homes	593 <sup>1</sup>	125	718	75	793
% Total	6.3 <sup>1</sup>	5.0	6.0	3.0	5.5
Total:	9,417 <sup>2</sup>	2,500	11,917	2,500	14,417
	100%	100%	100%	100%	100%

- 1 Percentages from City survey of total dwelling units within Manteca, including duplexes and apartments as multi-family.
- 2 Sum of 9,032 occupied and unoccupied units within the City plus 385 outside the City within the Planning Area. Note that the Housing Element uses a total of 9,429 dwellings within the City based on a precensus City Survey. These minor differences can be reconciled when the Census count is completely tabulated. For purposes of long-range projections, the differences are not significant.

A significant major assumption included in the above figures is that the percentage of new dwellings classified as "mobile homes" and added each year will decline in the next ten years. This data is based on the assumption that mobile homes will change in structural design characteristics so as to be almost indistinguishable from single and multi-family standard building construction types. Some mobile homes of this type may be on single family size lots; and therefore, would be classified as normal single family dwellings. Whereas, others may resemble normal garden apartment complex types,





and would be classified, at an appropriate density, in the standard multiple family category. It may well be impractical to assume any particular multi-family/single family ratio for each successive year, since many residential construction projects, to be economical, may extend over several years. Thus, some flexibility would be desirable. However, for each five year period, the ratio should be reviewed and adjusted, as appropriate, through the permit approval system. Lastly, the table shows that Manteca can absorb the approximate numbers of apartments shown each year without raising the percentage of apartments significantly (from 21.6% in 1980 to 23.1% in 1990). Thus, the City will generally maintain its single family orientation and character, as desired.



ADOPTED GOALS AND POLICIES FOR MANTECA GENERAL PLAN

1. Goals for Overall Character of Manteca:
  - . Encourage a growth rate of approximately 500 dwellings/year.
  - . Retain "small town" atmosphere in future years.
  - . Provide for orderly expansion of City's growth boundaries.
2. Goals Related to Economic and Social Issues:
  - . Encourage continued industrial growth with "clean" industries.
  - . Continue to plan for increased business in Downtown Manteca.
  - . Provide for improved housing and public transit for Elderly.
3. Residential Conservation and Growth Policies:
  - . Rehabilitate older dwellings and residential areas.
  - . Have broad range of new housing - large lots to condo's.
  - . Use mixed residential densities and planned open space.
  - . Provide for Solar Access in all new subdivisions.
4. Policies for Inner City Revitalization:
  - . Utilize special Neighborhood Enhancement Zone.
  - . Provide new urban features (such as Library Park) downtown.
  - . Consider State Redevelopment Act incentives.
  - . Revitalize the fringe of Manteca's inner Core Area.
  - . Enhance building facades and quality of signs downtown.
5. Policies for Expansion of Commercial Development:
  - . Cluster development along thoroughfares.
  - . Provide for appropriate uses near freeway interchanges.
  - . Locate neighborhood shopping centers strategically.
  - . Distinguish between central and neighborhood commercial.
6. Goals for Urban Design Enhancement:
  - . Provide strong enhancement of all Manteca's gateways.
  - . Provide design control for signs and commercial uses.
  - . Encourage a high quality of landscaping throughout Manteca.
  - . Provide landscaped edges to define City's outer form.
7. Other Significant Goals and Strategies:
  - . Encourage volunteer clean-up programs throughout City.
  - . Broaden cultural programs for all Manteca's citizens.
  - . Reorganize service district boundaries to avoid overlaps.
  - . Eliminate traffic congestion in some parts of City.
  - . Provide system of bicycle and walking paths throughout Manteca.





## DESCRIPTION OF THE MANTECA GENERAL PLAN

### PHYSICAL GROWTH OF MANTECA

As stressed in earlier analysis, Manteca's general accelerated growth rate makes it imperative at this point that the General Plan Update give serious attention to its future overall growth and the need for functional, coherent land use patterns. Without effective attention to growth areas, Manteca in future could become a formless urban sprawl. Furthermore, it would also lose the intimate, small town quality its residents have indicated a desire to preserve.

Specific discussion of alternatives for the Urban Fringe of Manteca is given in the section of this text on Urban Design Principles. Also, a review of this subject was done at the Manteca Policy Conference.

### Land Use Growth Patterns in the Graphic Plan

Review of the Graphic Plan shows that various physical opportunities and the nature of Manteca's existing development have resulted in combinations of growth alternatives.

- . The southern boundary of the Planning Area shows strongly defined trends with the land on both sides of Woodward Road split into small parcels along much of its length. Many fine new homes have been built here on parcels ranging from 1/2 to 5 acres. South of these frontage parcels, the land is primarily in large agricultural holdings. These land uses constitute a logical defined edge between existing and potential urban uses and continued agricultural uses.
- . On the west, the unincorporated community of Lathrop and the City of Manteca share common land development potentialities and needs. Most important is the development of sewage disposal facilities to service both communities. However, it appears that each community desires not to physically merge, but prefers to retain its individuality. The County has encouraged each community to



study the question of its ultimate "sphere of influence" and establish a mutually acceptable dividing boundary. For example, Airport way is a major highway providing access for industrial areas in Lathrop and will be a major access for residential areas within Manteca's west side at some time in the future. Thus, it is to Manteca's interest to control development on both sides of this highway, and the Plan shows Manteca's sphere of influence west of Airport Way. The opportunity to develop Airport Way as a landscaped parkway also exists since there is virtually no development along the road now. The Plan indicates that the final edge of Manteca might be located between a quarter and half mile west of Airport Way. Residential development in this area is not anticipated in the near future, and the quality of the access road and linear park will encourage a sound quality of development in the future. Bicycle paths or lanes can be provided to serve recreational uses, in concert with development.

- . An interim boundary in the north is shown running east from Airport Way along the proposed extension of Northgate Drive to East Union High School. This would be recommended for extension incrementally as development proceeds westward. Residential development is anticipated north of this linear Parkway together with a potential extension north of the green urban edge west of Airport Way, and it could serve as the defining element in the future. Part of the northern edge is shown close to Lathrop Road with the north side retained in agriculture. Measures should be taken to insure that urban development does not sprawl across Lathrop Road except where designated.
- . On the east, the development patterns are quite complex, involving several satellite communities well beyond the likely short-range expansion of Manteca proper. Therefore, the Plan shows a possible boundary for the intermediate or long-term future growth of Manteca. Naturally, infilling should be encouraged first. Again, it is pertinent to refer to the Urban Design Principles section of this text, where urban fringe alternatives are discussed in greater detail.



## Conclusions

It is apparent from the Graphic Plan and this text that no single, simple boundary is proposed, as was also the case in the 1965 and 1973 General Plans. As a general principle, however, it is an exceedingly important policy to keep development within the designated inner areas whenever possible, before allowing development to approach any of the proposed outer limits.

## LAND USE

### Relationships with Other Elements

The Land Use Element is a major determinant in the formulation of the General Plan Update, in that the extent of land needed for development within each phase of the overall planning period affects both the shape and form of Manteca. Urban Design Principles, the Land Use, Open Space and Conservation Elements, and circulation efficiency all require that development, wherever possible be compact and cohesive in form. This not only conserves land, but allows more efficient extension of all utilities and other municipal services. This last fact is even more important when considering energy efficiency for Manteca in future years. Thus, these general inter-relationships are important to bear in mind, together with some of the specific inter-relationships cited in the Text.

### Accommodation at Full Development

At full development the areas shown in the Graphic Plan for new periodic residential growth (including the infilling of vacant residential land in developed parts of Manteca) will accommodate a population growth of about 32,000, approximately 5,000 more in growth than the 27,000 growth projected for the year 2000. This is an excess of approximately 20 percent. It will insure that there will be a choice in location and type of site and that the market will not be constricted artificially.





### Density

The densities shown on the General Plan are not "net," i.e., equivalent to dividing lot sizes into the 43,560 square feet in an acre, as specified in the zoning ordinance; instead they represent overall dwelling unit densities based on "gross" developed land area which includes residential streets and parks, and other neighborhood facilities, as found within a developed residential neighborhood. Thus, for example, figured on a net basis, a subdivision containing 10,000 square foot lots would have a density of about 4 lots per acre. On a gross basis, the density would be 3.3 lots per acre, falling within the General Plan gross density category of 2.1 to 4.5 dwellings per acre. Within the above gross density category, a variety of specific zoning districts can be appropriate - provided that the average gross density for the entire area is not excessively above a General Plan average of 3.3 per gross acre. Thus, patterns of Residential Zoning which are within this overall density, will conform with the Land Use Element of the Plan. Gross residential density averages are important in future years, because they provide essential guidance to public service agencies in Manteca, including schools, recreation departments, and public utility districts. At the same time, they permit a desirable flexibility in terms of the precise types of development permitted or encouraged from developers.

### Future Housing Types in Manteca (Also see Housing Element Text)

The City is not wholly developed with subdivisions containing six to eight thousand square foot single family parcels. However, there are valid concerns at present that Manteca maintain its single family home-orientation as well as reflect the future need to provide more variation in housing types and lot sizes. Rising costs of land and construction have, in recent years, made small lots and apartments attractive or mandatory for many who previously would have sought single-family dwellings exclusively, and preverably on large lots. It is pertinent in this regard that Manteca's percentage of apartments has risen from about



12 percent in 1975 to about 14 percent in 1980. This increase is not unusual, and, in fact, is more moderate than increases in apartments in most suburban Bay Area cities. Thus, a limited increase in percentage of higher density dwelling types, including apartments, townhouses, cluster housing, duplexes, and condominiums should be anticipated through the next decade and beyond. Presently, these types comprise about 28 percent of all dwellings in Manteca. By 1990, at least about 30 percent of the dwellings in Manteca are expected to be of these types and provisions for this amount are indicated on the Plan. It is believed that Manteca can absorb this percentage while retaining its desired low density quality, and continuing to have a strong single family character, as most of its land will still be occupied by detached homes at low density.

Furthermore, in some ways an increase in higher density dwelling types - more energy efficient compact housing - will help retain family orientation. This enables young adults who grew up in Manteca to find affordable rental as well as owned housing, before and after they form families and households, also, as provided for in Housing Element subsidy programs. It allows elderly residents who need smaller quarters and wish less yard maintenance during later years to find appropriate home town housing. Several sites close to Downtown and suitable for housing for the elderly were identified during the Planning Study. The Lindberg School site and the area south of Alameda near the Southern Pacific railroad right-of-way are two of these. They are shown on the Plan for medium density housing. If possible, these and other similar sites close to shopping and services should be reserved for housing for the elderly and to some extent for others requiring smaller dwellings.

In the interest of accommodating a full range of housing types and environmental alternatives, the Graphic Plan also shows several new areas for low-low density development. These areas are suitable for single family houses on half-acre parcels. In other cases they





could accommodate cluster housing, with parcels for townhouses or garden apartments, for example, surrounded by substantial amounts of common open space.

#### GROWTH AREAS

Growth areas shown by the Plan reflect Policy Conference goals that Manteca's growth should be orderly, and that defined form and compactness are preferred, versus loose urban sprawl. The Graphic General Plan takes this into account as well as other factors in terms of expansion and directional trends. For instance, Manteca's northwest quadrant is otherwise suitable for residential use but, at the present time, it lacks appropriate sewer gradients. A major trunk line with lift stations will be required before additional development can occur. In the long-run, the cost per dwelling unit would not be excessive - but the initial cost will be formidable. Thus, there is no agency or firm prepared to undertake its construction in the near future. Conversely in the northeast quadrant, sewer lines can be readily extended. Thus, short and intermediate-range expansion areas are shown in the Plan for the northeast quadrants. Only moderate expansion is shown in the northwest quadrant, in the few locations where sewer extensions can be provided without lift stations.

It is quite likely that conditions will arise during the next 20 years which will require (or make advisable) adjustments in the directions of growth or the anticipated time Phasing shown in the General Plan. It needs to be recognized that additional urban growth in one direction will result in less development in another direction, if the rate of growth remains constant. Thus, rather than no development in one growth quadrant, scattered development could occur in several growth quadrants - unless the Plan is modified from time-to-time to preclude this.

Furthermore, the goal of maintaining a relatively compact form for Manteca will be lost unless additional growth in one area is



accompanied by reductions in other areas. However, such periodic changes should not be made in the General Plan except when a real need exists, and a critical analysis shows such changes to be correct in policy for the short-range future at that time.

### Phasing of Residential Development

The research section of this report indicates that an annual growth rate approaching 500 dwelling units per year for the next 5 years is a reasonable assumption. Thus, the factor of 500 DU's per year has been used in the following analysis:

For the immediate- and short-range future, the Plan provides for a total of 2,500 dwellings of which 30-percent are expected to be medium and high density types including apartments, townhouses and clustered condominiums.

#### Land Absorption

Based on this analysis land absorption for housing in Manteca would be about as follows:

30% various multi-family	=	750 dwellings at 6.8 per gross acre	110 acres
70% single family homes	=	1,750 dwellings at 3.4 per gross acre	515 acres
		2,500 dwellings at 4.3 per gross acre	<hr/> 625 acres

Infilling of vacant land within Manteca's presently committed urban area is strongly recommended in the interest of supporting its small town character, partially derived from a cohesive development. It is also needed for efficient utilization of the existing infrastructure of streets and utilities and the consequent conservation of energy and private and public funds. It is recommended, therefore, that priority be given to residential development projects which accomplish the needed infill, and that one quarter to one third of new projects in the immediate and short-range future be divided as shown on Table 8.



Table 8

IMMEDIATE AND SHORT-RANGE (5 YEARS)  
RECOMMENDATION DISTRIBUTION OF NEW DWELLINGS

	<u>Dwelling Units</u>	<u>Acres Absorbed</u>	
		<u>Infill</u>	<u>Expansion</u>
50% of all Multi-Family = 375 at 6.8 per gross acre		55.0	55.0
20% of all Single Family = 350 at 3.4 per gross acre		103.0	
80% of all Single Family = 1400 at 3.4 per gross acre			412.0
Total	2500 at 4.0 per gross acre	158.0	467.0

The allocations shown by the General Plan are given below and include the actual absorption plus an assumed "overage" (of approximately 50 percent) to insure retention of an open market and choice of location. Note that the overage is accumulated and taken into account in the intermediate- and long-range acreage allocations.

Table 9

PHASED RESIDENTIAL LAND ALLOCATION

	<u>Approximate Acreages</u>	
	<u>Infill</u>	<u>Expansion Area</u>
Immediate and Short-range (5 Years)	158	467 Needed for development 233 overage <u>700</u> Total allocation
Intermediate-range (10 Years)		1250 needed for development 392 new overage <u>1642</u> Total allocation 233 Phase 1 overage <u>1875</u> total available

Table 9 continued on next page:





Table 9 Continued.

	<u>Approximate Acreages</u>	
	<u>Infill</u>	<u>Expansion Area</u>
Long-range (20 Years)		1250 needed for development
		0 new overage
		<u>1250</u> total allocation
		625 Phase 1 & 2 overage
		<u>1875</u> total available
		3592 Total allocated
		<u>2967</u> Total developed
		625 Available beyond Phase 3.

Residential Satellites

Satellites shown in the Graphic Plan are described in the Urban Growth Fringe Alternative section under Urban Design Principles. They include one planned existing satellite north of Lathrop Road and just east of North Main Street. This existing planned satellite, although unincorporated, is connected to and serviced by the Manteca sewer system.

To the extent that a demand for semi-rural living will continue in the future, it may be desirable to plan in anticipation of additional satellites in some cases, rather than allow further cutting up of agricultural frontage along rural roads. Policies for satellites under Urban Growth Fringe Alternatives do not specify exact sites on the Graphic Plan. Thus, the following land use policies for such development should be adopted, in order to provide guidance to the City and a measure of suitability for reviewing future proposals:

- . Proposed satellites must be planned as a whole and an adequate infrastructure must be provided.
- . Sewer capacity must be adequate for any proposed satellite; septic tanks shall not be permitted.



- . Market demand studies are required before approval can be granted.
- . Minimum sizes should be 100 acres and/or contain 300 dwelling units in order that a viable and servicable neighborhood will be created.
- . Satellites that provides an array of residential densities and dwelling types shall be preferred over proposals which provide one type of lot and/or dwelling unit.
- . Preference may be given in some cases to satellites which ultimately can be linked with the urban fabric of Manteca.

#### Conservation of Housing and Neighborhoods

As shown in the Condition Survey, most housing in Manteca is in relatively good condition. Visual surveys confirms that there are no major blighted areas in Manteca. There are, however, small pockets within the City, located at random, where individual houses are rundown or needing some form of repair. These random locations are primarily in the older areas on the fringe of Downtown Manteca. In some cases, this can result in future problems if effective measures are not taken to encourage rehabilitation. It is pertinent that the approach suggested by the Housing Element focuses on public neighborhood improvements as well as individual home rehabilitation. Implementation measures to accomplish this are described in the Housing Element section of this text. The Neighborhood Enhancement Zone in the City's Updated Zoning Ordinance is designed expressly to work towards solutions for neighborhood deterioration, and it is recommended that this tool be applied by the City in the future within appropriate areas.

#### INDUSTRIAL DEVELOPMENT

The success of Manteca's new industrial park has been outstanding; Employment is now at 500 - expected to raise to 3,000 by 1985. This





reflects a trend for small to medium size industries to seek locations outside of the larger metropolitan areas. This trend can be identified in other inland San Joaquin Valley communities such as Merced and Modesto, which are also becoming targets for industry. Additionally, Federal funds for local job development programs are available for sound proposals such as Manteca's industrial park. It is therefore deemed prudent to plan for immediate and short-range expansion in the General Plan Update.

Alternative locations for expansion of industry were reviewed for this purpose in terms of:

- . availability of adequate amount of land,
- . land accessible without disruption to residential neighborhoods,
- . utility extensions available, including adequate sewer capacity,
- . adjoining uses compatible with industry,
- . suitable land use; and urban design relationships,
- . necessary industrial services potentially available.

The land just east of the present industrial park is used agriculturally, and it is the intent of the owner to continue ranching for the foreseeable future. Thus, in the short-range, this area is not available. However, with its utilities and compatible surrounding uses, it rates high in all other categories. It is thus shown in the Plan as a significant future reserve.

The area north of the Bypass and west of the present industrial park and South Main Street was considered. In terms of balancing residential development between north and south, and compatibility with existing or planned residential uses nearby, it rates low. Thus, this area was not selected for major industrial park expansion. The Main Street Frontage, however, is shown for commercial uses and deemed useful to serve the industrial park development. Such uses could appropriately include restaurants, printing shops, office



equipment sales, a repair office supply store and similar enterprises deemed compatible with residential development to the west. Industrial sites west of the compact urban development along Yosemite Avenue were considered, but not selected. Such uses would increase industrial traffic on Yosemite Avenue and access is not as direct as in some areas; additionally sewers are not currently available.

The area south of the bypass and east of South Main Street rated well in most categories, including potential land availability. As to whether this site could be developed entirely through private enterprise, or would require public action, as did the initial industrial park, is an open question at the present time. Approximately 55-65 acres are shown for industrial park development in this location: 40-45 acres in the immediate and short-range; and 15-20 acres in the intermediate-range. No expansion of heavy industrial area is shown on the Plan. This follows the policies adopted at the Conference based on the need to encourage clean light industries and avoid heavy, potentially polluting industries throughout Manteca.

#### COMMERCIAL DEVELOPMENT - EXISTING AND FUTURE NEEDS

In a City the size of Manteca, where most residents live within a mile or two of most services, commercial specialization may tend to overlap. At present, for example, Downtown Manteca provides for some of the monthly and occasional shopper goods found in a typical community level shopping center, plus, some of the daily and weekly shopping needs normally provided in neighborhood centers. Furthermore, the City now has three subsidiary neighborhood business concentrations, one at each end of Yosemite Avenue and the third along North Main Street. The collection of stores along Yosemite Avenue were not planned as neighborhood centers and generally lack any pedestrian orientation. Although these shops obviously serve some neighborhood needs, they are aimed at a broader market, as well.



However, the new center at Louise Avenue and North Main Street was designed for neighborhood orientation, and its generally higher level of planning indicates that specialization is beginning to occur at some locations in the City.

Some parts of the old Downtown area have exhibited a lack of vitality and organization for many years. To some extent this may indicate that merchants and property owners are waiting for the planned revitalization program to get underway before initiating private remodeling and modernization work. Plans demonstrate that any present inharmonious colors and design features can be corrected, and that the central part of the Downtown area can be made a more modern and convenient shopping area. This program will encourage an intensification of more specialized uses in the Downtown area with the possibility that some of the smaller shops will move to less expensive locations where they can serve local neighborhood needs. Since specialization proceeds over a period of years, some overlap should continue. Thus, downtown Manteca should never become solely an employment center, or the place for major shopping, but should remain a place that most residents can experience daily and weekly. This role of the small town center which the residents of Manteca value is an essential quality for the City to retain in its planning for the Downtown area.

New residential development in outer Manteca will be more distant from shopping facilities offered either on Main Street or along Yosemite Avenue. Thus, small neighborhood centers should be anticipated to provide needed services in the future for such outer developments. These new centers should be planned differently from the present community or dual function shopping areas in terms of physical size and market area to be served. Neighborhood centers should never be allowed to overwhelm any adjacent neighborhood by size, design quality, or by the generation of any traffic unrelated to the neighborhood shopping. For instance, a large retail discount





house (example: K-Mart, GEMCO, etc.) serving all of Manteca, plus perhaps, a portion of the surrounding region, is not appropriate for outer neighborhood location and should be firmly prohibited. Nor, should a small neighborhood center be allowed to expand along its border streets and thus intrude on the residential environment. Distinctions as to acceptable uses, total area, etc. are clearly stated in Manteca's updated Zoning Ordinance.

Since some degree of functional overlap is expected to continue in Downtown Manteca, in neighborhood and community shopping areas, and is considered a relatively desirable quality, no distinction in the three categories is shown on the General Plan. As noted above, however, where limited neighborhood service centers are recommended to serve new outer neighborhoods, special limitations are recommended. (See Implementation section.) The Plan also contains categories for commercial services and visitor commercial areas where specialization is already occurring and will continue.

#### Description of Commercial Areas in the Plan

##### Downtown Area Recommendations in the Plan:

- . A gradual intensification of uses along Yosemite Avenue and Center Street between Lincoln and Manteca Avenues.
- . Design improvements as recommended by the architectural firm of Morris-Wenell which has now completed working drawings for street and landscape improvement.
- . Encouragement of new office construction along Center Street and North Main Street to Alameda Street.
- . Retention of residential uses at the edges of Downtown, including Yosemite Avenue frontage where development is solidly residential now.
- . Discouragement of new major external center development until a real need can be demonstrated.



- . Provision of adequate, well designed parking to serve Downtown (part of the design studies now almost completed).
- . Fill in and intensification along North and South Main Street wherever deemed to be appropriate. Office and other commercial service uses should be encouraged in these locations.

#### Other Community Commercial Areas

Appearance of the outer commercial concentrations at the east and west entrances to Manteca on Yosemite Avenue need to be improved through provision of effective landscaping, and improved design of signs. Commercial uses should not be permitted to scatter indiscriminately outward in either direction. The Graphic General Plan shows appropriate limits for visitor and service commercial uses. Appropriate zoning for a potential Community commercial shopping center is shown on North Main Street just south of the Highway 99 interchange. When this will be economically viable is uncertain. In any case, it is not considered likely that this will become a full regional center, such as the new center just north of Modesto or the major shopping centers in Stockton. Ultimately, however, such a center could become complementary to Downtown Manteca. If, for example, a new medium size department store is not able to find a suitable location in Downtown Manteca, it is possible such a site could be located in the future North Main Street Center. In any case, it is recommended in the Plan that the City process development carefully with approval of detailed plans for this area. The following criteria are deemed appropriate for the review of all proposals:

- . Demonstration of need for commercial facilities proposed through professional market studies.
- . Guaranteed financial capability to carry out any proposed development plans including evidence of a commitment by major tenants.





- . A high quality of architectural design for all proposed structures.
- . Plans provide for a high quality of site design and adequate landscaping.

#### New Neighborhood Shopping Centers

The Graphic Plan shows two future neighborhood centers on the north side of Manteca and one new center in the southwest quadrant. These would range from 5 to 10 acres in area and should be provided with good pedestrian and bicycle access to the surrounding neighborhoods they are designed to serve. A shopping center site at the corner of Union Road and Lousie Avenue is recommended on the Plan. In the northeast and southwest quadrants, the designation indicates that, in each case one of the four corners should be developed as a neighborhood center. Since all corners are relatively suitable it is deemed not pertinent to choose among them on the Plan. The final decision will depend on action by owners, including ability of the owner to initiate and carry out a center. The implementation section contains zoning recommendations related to this subject.

#### Commercial Services

As mentioned in the preceding section on industry, Commercial Service areas are shown along the west side of South Main Street to serve the industrial park. Since the Commercial Service category includes uses such as light auto repair, appliance service shops and other relatively heavy commercial uses, it is pertinent to restrict this frontage to the uses needed by industrial park users and exclude any unrelated types of uses. If this procedure is deemed appropriate, special procedures will be set up through the zoning ordinance. Other areas deemed appropriate for heavy commercial and service commercial uses are shown along the railroad, where such uses now exist. A new service commercial area is shown at the western end of Yosemite Avenue.



### Visitor Commercial Uses

With the new Southern bypass opening shortly it is logical that there will be need for additional visitor-serving uses catering to travelers. These uses can be expected to include gas stations, restaurants, and possibly, additional motels. Manteca presently has such uses grouped at the east end of Yosemite Avenue near Highway 99. In addition, such a grouping at one of the new bypass interchanges could include a farmers' market specializing in locally grown and other types of agricultural produce.

Undoubtedly there will be pressure by owners and developers for visitor development at several locations visible from the new bypass. In the immediate and short-range future, it would be desirable to concentrate new visitor service development at one selected location. The vicinity of the South Main Street interchange appears most desirable at present. If development is carefully planned and high design standards are set by the City, such groups of uses should provide attractive entrance features for Manteca. An obvious alternative location for visitor uses is shown at Airport Way, but such development should be reserved for the intermediate or long-range future; unless, it becomes clear that owners at the Main Street interchange will not support development of visitor uses. In any event, one concentration is recommended for the near future - rather than uses scattered at several locations.

### Professional Office Uses

In a City of Manteca's size there may not be an immediate need for large exclusive office complexes. Rather, the offices can be developed in or near the Downtown area or its outer periphery. Thus, it is recommended in the Plan that new offices be encouraged on North Main Street close to the Downtown Area, within existing commercial areas. Ample land area is available in this strip location and elsewhere in other commercial areas in Manteca. This will accommodate anticipated needs for offices and thus a special office category is shown on the Graphic Plan.



## PUBLIC FACILITIES FOR MANTECA

A thorough review of the City's existing General Plan Elements and other plans relating to public facilities indicated that it would not be necessary to place major emphasis on public facilities for an effective update of the Manteca General Plan. Selective findings and recommendations for future analysis or for public facility improvements, however, are given below.

- . Schools. The Manteca School District includes the City and a broad rural area beyond the City's immediate Planning Area. The district superintendent's office reports that enrollement has remained stable, rather than declining, during the past few years only because of the number of families who have moved into its jurisdiction. Without such an influx, enrollment would have declined in response to the local, as well as state and national decreases in family size. Interestingly enough, however, school district enrollment is up for the 1980-81 year, while building activity is at a low ebb. Thus, the schools in the District are rapidly approaching maximum capacity. The School District is contemplating the need for a portable elementary school facility in the near future.

During the Intermediate Phase of Manteca's planning period, a new school will be needed to serve the developing residential area east of Highway 99. It is also predicted that a new elementary school in Manteca's Northwest Quadrant will probably be required sooner. The desirability of having children attend school within or close to their own neighborhoods has been supported as a policy in most communities. It reduces the need for bussing or for children having to cross dangerous highways on foot or bicycle. Thus, the phasing of development for Manteca needs to take this into account and encourage enough growth east of Highway 99 to support a new elementary school.





### Parks and Internal Open Space

The Recreation Element, prepared in 1971, sets sound standards for recreation facilities and defines the deficiencies that existed at that period. Since 1971 the City has made substantial progress in providing new recreation facilities. The 1971 Element projected the City's population to increase to 35,000 by 1990. This is quite close to the anticipated population projected in the General Plan Update - 38,000 in the entire planning area by 1990. However, the projection was carried 5 years further to 1995 when a population of 45,000 was anticipated. When the updated General Plan has been adopted, the Recreation Element will also need to be updated in concert with the revised projections. The approach in the Recreation Element, of projecting growth by quadrants, of Manteca, appears logical and should also be continued.

The Graphic Plan shows neighborhood parks to serve potential developing areas of the City. Additionally, continued internal enhanced development within both the City's Community Park and the Golf Course is recommended. Furthermore, a new Community Park to contain approximately 30-50 acres should be considered for Manteca in the long-range future. It is recommended that, as soon as feasible, studies made to review the appropriate location for such a facility, and initiate land acquisition. This should be done before development has pre-empted a desired site. Actual physical development of the Park need not take place until much later, however.

As a part of Manteca's overall recreation system, linear jogging, hiking, and bicycling trails are proposed. These would be an important adjunct to the City's present strictly vehicular circulation system as well. Thus, the Graphic Plan shows systems of trails along power line easements east of Highway 99 and along an existing canal between the present Golf Course and Airport Way. The Railroad right-of-way is used at present as an informal hiking trail and it is recommended that there be a formal commitment between the City



and the Railroad to improve this trail and maintain it in a safe and convenient condition. Bicycle routes are also proposed along streets which provide access to the open countryside. The route shown along Woodward Road will provide safe access to the Oakwood Lake Recreational Park complex outside the Graphic Plan area. Naturally, it is also recommended that all new linear parks and boulevards shown on the Plan provide bicycle and pedestrian trails.

In order to increase recreational space in the center of Manteca, several recommendations are pertinent. The small park area adjacent to and across from the expanded Downtown library complex is a welcome open space close to the heart of Manteca. It should, of course, be retained and expanded to some extent if this becomes opportune. It has a reasonable scale for an inner urban open space and will be needed and appreciated more as the texture of Manteca becomes more tightly woven in the future. Other similar areas can be provided elsewhere, following the downtown area planning study.

#### The Civic Center and Other Public Facilities

The four year old Civic Center provides a new level of distinction for Manteca. The City's new Community Center, on the Civic Center grounds and just completed, will provide needed facilities for all groups in the City, including better facilities for the City's increasing elderly population and handicapped.

#### CIRCULATION

##### Highway 120 Bypass

It is anticipated that State Route 120 Bypass will be completed and opened in late 1980 during or just subsequent to hearings on the Updated General Plan. It is clear that this long awaited facility will remove substantial through traffic from Yosemite Avenue and thus, enable the City to make real improvements to Downtown Manteca along Yosemite Avenue. However, until the Bypass is extended





beyond its present terminus at Highway 99, it is possible that much of the through-traffic headed for recreational areas in the Sierra may continue to use the old route along Yosemite Avenue. This route still eliminates the awkward movement at the east end of the 120 Bypass, and thus would still be the most direct. Obviously, the City should press for the needed eastern extension and a smooth connection to Highway 120 from the Bypass as soon as possible.

#### Internal Automobile Circulation

Manteca is laid out along mile and half mile spaced section and quarter section line streets and roads and many of these will continue to be major routes within the City. Notable full-section examples include, of course, Yosemite Avenue, Main Street, Louise Avenue, Lathrop Road, Union Road, and Airport Way, etc. Quarter section (half mile) thoroughfares include parts of Alameda Street, Powers Road, and Southlands Avenue, for example. The same pattern of section and quarter section line roads continues out beyond Manteca into the surrounding agricultural areas, affecting land development patterns in locations that may be developed and annexed to Manteca. The Plan emphasizes the need to provide a hierarchy of streets of different functions within these section line roads. Naturally, internal residential access streets must not carry thoroughfare traffic unrelated to the neighborhoods. Collector streets serving neighborhoods should be clearly defined, and also separated from strictly access streets. These principles are emphasized in the street and thoroughfare categories designated on the Graphic Plan. The Graphic Plan also shows how and where the State freeway system connects with Manteca's internal system and routes via the principal gateway interchanges south, north and east of the City.

#### Pedestrian and Bicycle Routes

As mentioned in the Recreation section, these routes are badly needed now, and will in time become even more important as an integral part of the future overall circulation system within Manteca. Appropriate routes are shown on the Graphic Plan and also briefly described in the Recreation section of this report.



Table 9

CITY OF MANTECA GENERAL PLAN UPDATE  
COMPOSITION OF HOUSING STOCK

YEAR	1-F		2-F		3-F		M-F		M-H		Total* Inventory
	No.	%	No.	%	No.	%	No.	%	No.	%	
1975	4,150	71.2	448	7.7	105	1.8	705	12.1	N.K		5,826
1976	4,674	76.9	477	7.8	105	1.7	825	13.6	N.K		6,081
1977	5,018	77.8	481	7.5	111	1.7	841	13.0	N.K		6,451
1978	5,722	71.6	539	6.8	114	1.4	1,094	13.7	520	6.5	7,989
1979	6,282	71.5	585	6.7	117	1.3	1,220	13.9	580	6.6	8,784
1980	6,665	72.1	583	6.3	132	1.5	1,283	13.8	586	6.3	9,249

KEY

1-F Single Family  
 2-F Duplex  
 3-F Triplex  
 M-F Multiple 4 or More  
 M-H Mobile Home

NOTE

Data figures are indicating residential units,  
 not structures.

\* Total living units within the City limits.

Source: City of Manteca Surveys



## HOUSING ELEMENT OF THE MANTECA GENERAL PLAN

### INTRODUCTION

Manteca is predominantly a city of single-family homes. It is the desire of the citizens and the policy of the City to maintain this character. It is true, nevertheless, that the proportion of multi-family units in the housing stock is expanding and will very likely continue to grow at a modest rate. (See Table 9). Generally, the housing stock of Manteca is in good condition, as revealed by a survey conducted by the City in 1980:

Table 10  
Manteca - Condition of Housing Survey

	<u>1975</u>	<u>1980</u>
<u>Community Overall Percentages</u>		
Main Structure Conditions:	<u>%</u>	<u>%</u>
#1 - Structurally new, maintenance good	67.7	81
#2 - Structurally sound, maintenance deficient	10.4	7
#3 - Minor structural deficiencies	10.1	6
#4 - Major structural deficiencies	8.6	4
#5 - Need of extensive repair or abatement	3.3	2
Main Structure Ages:	<u>%</u>	
#1 - New to 10 years	31.5	
#2 - 10 years to 25 years	39.0	
#3 - Over 25 years	29.5	

Source: City of Manteca Surveys 1975 and 1980.

Like other California communities, Manteca has experienced a rapid rise in housing costs and rents, although costs and rents in Manteca are well below the higher cost areas of California. The Housing Element of the Manteca General Plan is designed to analyze Manteca's housing needs and problems, and to establish a set of programs and policies that respond to the needs. Because of the relatively precise nature of the Housing Element, it will be projected within a five-year horizon rather than a longer-range time span which characterizes many other Elements being reviewed in the General Plan Update.





## HOUSING ELEMENT GOALS

In order to achieve an optimum living environment for all its citizens, the City of Manteca has established the following goals related to housing and residential areas.

1. Housing Supply. There should be an adequate supply of housing to insure safe and sanitary dwellings of appropriate size and at acceptable costs for all citizens of Manteca. In accordance with the needs and preferences of the community, the housing supply will consist primarily of single-family dwellings; however, a sufficient number of apartment units should be included to provide for those citizens requiring or desiring such accommodations.

Note: For purposes of this goal "appropriate size" means a dwelling unit size in relation to family size such that there will not average more than one person per room in each dwelling; "acceptable cost" means that no family is required to pay more than 25 percent of their family income for shelter.

2. Housing Production Rate. There should be a sufficient rate of housing production in Manteca to maintain the housing supply (as defined in (1) above) in concert with anticipated population growth, and to replace all dwelling units lost from the existing stock through deterioration, fire, demolition, or other causes.
3. Quality of Residential Environment. An excellent residential environment should be maintained within all the residential areas of Manteca - in terms of public services and amenities; including usable and attractive open space, all public facilities, and quality retention of public and private maintenance of streets, dwellings and their surroundings - including landscaping.

Note: An "excellent residential environment" also includes the fulfillment of applicable General Plan standards for open space, recreation, and other public facilities and services.



4. Conservation and Rehabilitation of Dwellings. There should be a continuing program for the conservation and necessary rehabilitation of all existing appropriately located dwelling units, with particular attention to the low-cost/low-rent dwelling sector.

#### HOUSING NEEDS

The Housing Element will concern itself primarily with the needs of low and moderate income households because some of these households may not be adequately housed without public assistance. Middle and upper income households are assumed to be adequately served by the private market without special public assistance.

Housing needs in Manteca are considered in two parts: 1) Manteca's appropriate "fair share" of overall-San Joaquin County needs, and 2) special internal needs resulting from the growth of Manteca, and any particular losses occurring from the present stock due to age, obsolescence, or other causes. Current population projections for Manteca indicate a possible growth of about 6,700 persons between 1980 and 1985. It is further assumed that the proportion of low-income persons within this population increase may not vary significantly from the low-income proportion in the present population. The 1970 census, the principle source of population and income data for the present population, is now more than ten years old. The new census, providing a more reliable analysis, will not be available for about a year. Thus, precise figures for ongoing housing needs are not available for this document, but should be secured by the City when they do become available.

1. "Fair Share" Needs. The San Joaquin County Council of Governments has prepared an analysis of countywide needs for lower income housing. This overall need, estimated at 18,500 dwelling units as of 1979, has been allocated among the incorporated cities and the unincorporated areas of the County according to a formula that reflects the number of needy households in each community. This formula also reflects other factors such as the availability of jobs and services, the availability of suitable housing sites,





and any present concentration of low and moderate cost dwellings. The "fair share" of County needs assigned to the City of Manteca is shown in the following table:

Table 11

MANTECA ESTIMATED "FAIR SHARE" OF COUNTY HOUSING NEEDS

	<u>Total</u>	<u>Elderly or Handicapped</u>	<u>Family of 4 or less</u>	<u>Family of 5 or more</u>
Owner Households	369	89	189	90
Renter Households	<u>276</u>	<u>66</u>	<u>163</u>	<u>47</u>
Total Households	644	155	352	137
Percent of Total Need	100%	24.1%	54.7%	21.3%

It is apparent that Manteca should set up a program to overcome this backlog of housing needs gradually over an appropriate future time period.

2. Ongoing Needs. Ongoing needs result particularly from two factors: 1) losses from the present stock; and 2) increased demand resulting from population growth. Losses from the present stock result from obvious factors, the most significant of which are: fire or other disaster; demolition; conversion to other uses; and inevitable aging. Some of these losses are unavoidable, but others can be minimized by good maintenance, neighborhood conservation, and other policies encouraging the preservation of low-rent/low-cost housing. With active conservation policies in effect, losses may approximate only about one percent per year of the City's existing housing.

Increased demand 1), as indicated earlier, can only be approximated at this time because of the lack of current census data. Accurate data will be available in about a year when the 1980



Census is published. For purposes of the Housing Element the approximate magnitude of increased housing demand is estimated by applying Manteca's 1970 percentage of needy households to the projected five year population growth figure of about 6,700 persons, together with the 1970 population base figure. It follows that 7.6 percent (the 1970 proportion) of Manteca's population growth are projected to be below the poverty level, or 509 additional persons. At 2.7 persons per dwelling unit, this would result in a five year additional ongoing need for 188 dwelling units. It must be emphasized that this additional need is approximate. Thus, it was not considered useful to further break the above total down in terms of age groups, family sizes, types of tenancy, etc. as was done earlier with the "fair share" total of the County's housing needs.

#### TOTAL FIVE YEAR HOUSING PROGRAM

Combining the two parts - "Fair Share", and Ongoing Need - Manteca's total low and moderate housing demand for the next five years can be preliminarily established. Table 12 indicates "fair share" needs by year and by family size; the same detail can be estimated by the City for ongoing needs when reliable data become available.

Table 12  
FIVE YEAR PROGRAM FOR  
LOW- AND MODERATE-INCOME HOUSING

	"Fair Share" Portion			Growth Portion <sup>2</sup>			Replace- ment Portion <sup>3</sup>	Total
	Elderly	Normal <sup>1</sup> Family	Large Family	Elderly	Normal <sup>1</sup> Family	Large Family		
1981	8	18	7					
1982	8	18	7					
1983	8	18	7					
1984	8	18	7					
1985	8	18	7					
Total	40	90	35		198		35	363

1 Four or fewer members.

2 Detailed values as shown in "Fair share" portion, to be inserted when available.

3 Replacement needs reviewed annually, based on demolition, conversion and loss experience in Manteca.



Table 12 suggests a total five-year program to overcome present deficiencies, replace losses, and provide for population growth. This calls for the building in five years of approximately 398 low- and moderate-cost dwelling units (or 80 dwelling units per year) in the low- to moderate-price/rent range.





## HOUSING ACTION PROGRAM FOR MANTECA

To meet the goal of 80 moderate-to-low cost or rental dwelling units per year, Manteca must utilize all available housing programs and resources. Success will require strategies aimed at the construction of new affordable dwelling units; strategies to reduce the cost or rent of existing standard dwelling units; and strategies aimed at rehabilitation and conservation of older (and in some cases deteriorated) dwellings and neighborhoods. In order to meet the City's stated housing goals, both public and private interests must play a significant role. Thus, Manteca's action program needs to be discussed under three headings: Subsidy Programs; Market Intervention; and Motivation and Facilitation.

### SUBSIDY PROGRAMS

The principal housing subsidies available are provided by the Federal Government through the Department of Housing and Urban Development. The most extensive and important Federal program now in operation is Section 8. This program operates by means of subsidies to landlords or developers which allow rents to be reduced below the "fair market rent" to a rent level representing not more than 25 percent of the monthly income of an eligible family. This subsidy applies both to existing dwelling units, and construction of new dwellings. The rent subsidy for existing dwellings is operated through the San Joaquin County Housing Authority, with which the City of Manteca has a cooperative agreement. It is clear that Manteca should continue to solicit Section 8 existing unit subsidies. For one thing, this is virtually the only program which can begin to meet the needs of the larger low-income families. Also, several of the State programs mentioned below depend upon a working relationship in conjunction with Section 8 subsidies.

New housing subsidies, using Section 8 procedures, can be arranged by a builder directly with the Federal Housing and Urban Development Department. Manteca is presently availing itself of this program. It is also clear that use of the Section 8



new construction subsidies will need to continue if Manteca is to meet its housing goals successfully.

In 1979 a series of supplementary programs were established in California to provide additional sets of subsidies for the provision and maintenance of housing. These new programs operate through the Department of Housing and Community Development, and the new California Housing Finance Agency. Several of these programs are designed to supplement the Federal programs or to leverage more private sector participation through creative Federal-State-private arrangements. Among these new programs, those which appear most relevant to Manteca are:

#### Rental Housing Construction Program

The Rental Housing Construction Program provides funds, through local agencies or the California Housing Finance Agency (CHFA), for the development of new rental units by private, nonprofit or public agency sponsors. Not less than 30 percent of the units in each rental development assisted under the program are to be made available to households of "very low" and "low" incomes. The remaining 70 percent of the units in each development may be made available to "moderate" income or "market rate" households. An allocation of \$82 million was recently appropriated to this fund.

#### Deferred Payment Rehabilitation Loan Fund

The Deferred Payment Rehabilitation Loan Fund provides deferred payment loans to local government agencies and nonprofit corporations that operate housing rehabilitation programs for low and moderate-income households. A total allocation of \$12 million has recently been appropriated to this fund.

#### Homeownership Assistance Program

The Homeownership Assistance Program provides up to 49 percent of the purchase price of a dwelling unit to an eligible household, provided that the Department's assistance is not used to reduce





downpayment costs below 3 percent. The balance of financing for purchase of the dwelling would come either from private or from other public lending institutions. Under this program, HCD may assist: 1) renters, who otherwise would be displaced by condominium or cooperative conversions, to purchase their units; 2) mobilehome park residents to purchase their spaces, if the park is to be converted to a condominium or a cooperative; 3) households to purchase mobilehomes placed on permanent foundations; and 4) cooperatives or nonprofit corporations to develop or purchase mobilehome parks. An allocation of \$7.5 million has recently been appropriated to this fund.

Although they are not, strictly speaking, subsidy programs, the State of California also provides two other new housing programs which may be suitable in Manteca. These include: a Housing Development Technical Assistance program which can be provided by a special State staff to local governments, nonprofit organizations, and private developers. This special staff can offer advice and assistance in the planning and carrying out of housing projects. A second program includes: an urban development loan fund. This revolving loan fund can be made available for expenses of project development, prior to actual construction. Thus, such expenses could include site acquisition and preparation, engineering and architectural fees, and legal and bonding expenses.

#### MARKET INTERVENTION PROGRAMS

Market Intervention Programs attempt to maximize the provision of affordable housing by influencing the amount and type of private investment in housing construction and rehabilitation.

One recent set of local programs aimed at production of more affordable housing, and assumed to be effective and influential, is known as "Inclusionary Zoning." Under this type of zoning any new housing development, either single or multi-family, above a stated minimum size, is required to provide a certain



percentage of dwelling units in the low-to-moderate price categories. As an alternative, inclusionary zoning can be written as a bonus strategy. Instead of an absolute requirement that a certain number of dwelling units be provided, the developer can be offered a density bonus. This would allow a stated number of additional dwelling units on a given piece of land provided a certain proportion of the total project is offered at rents or costs affordable by low-to-moderate income families. Although either alternative offers benefits, the first method is recommended for Manteca. A related issue which needs to be addressed soon is the resale control of low-to-moderate dwelling units produced under such a program. This is extremely important in order that an undue profit is not made in the resale of dwellings produced to meet the inclusionary zoning requirement. Otherwise, these dwellings would be removed from the low-rent or low-cost housing supply in Manteca.

A second market intervention program which may become important to Manteca in the future is control of the conversion of apartment units to condominiums. A strategy similar to Inclusionary Zoning may be applied, requiring that a stated proportion of the total dwelling units in any project (above a given minimum size) shall be offered at a below market price.

Although the number of condominium conversions in Manteca at present may not now justify special legislation, it is recommended that any such trend be kept under observation in order that future action may be taken when warranted. It is also recommended that a regulatory zoning procedure be adopted for control of conversions from apartments, etc., to condominiums and stock co-operatives. These procedures should specifically identify and reflect residential conversion and rehabilitation policies of the general plan.

The following implementive controls shall be provided in the conversion ordinance:



1. To maintain a reasonable supply of rental housing by evaluating semi-annually or annually the rental vacancy rate. Should the vacancy rate level fall below five (5) percent, conversion activity shall be prohibited. Otherwise, the number of converted units annually shall not exceed the number of apartment units constructed annually. Fairness may also suggest that at least a majority (+50%) of project tenants would approve of a conversion.
2. Tenant right protection would include public hearing notification of proposed conversion within specified time period; lease arrangements for seniors, handicapped, and low-moderate income residents; and, certain rights of protection for displacing tenants.
3. Easing of tenants move should be assisted by the developer, in terms of; moving expenses, comparable up-to-date apartment information, and rent stability from time of conversion notification to displacement.
4. Buyer protection shall be insured by developer through building history reports, building code inspection and condition standard reports, and a physical improvements standard for each unit which insures appropriate rehabilitation.
5. Conversion shall not adversely affect the supply of adequate low-moderate income housing; and, sale or rental of a percentage of the units to low or moderate income persons shall be encouraged, where appropriate.

A third market intervention strategy applies to neighborhood conversion and dwelling unit rehabilitation. The Manteca Zoning Ordinance includes a new special "Neighborhood Enhancement" District. The ordinance declares:





"The N-E District has the purpose of up-grading such mixed use neighborhoods by encouraging compatible new development on vacant land parcels, the protection of existing sound development, and the rehabilitation of any deteriorated development, either through the preparation, with owner and resident participation, of a Neighborhood Enhancement Plan, or by means of a special Compatibility Review Procedure."

Establishment of one or more N-E Zones in the older close-in neighborhoods of Manteca would create conditions favorable not only to the rehabilitation and conservation of older dwellings, but also encourage the provision of new affordable dwelling units on presently vacant sites. It is recommended that areas be selected and action initiated to create one or more N-E Districts. This would include the appointment of a citizens committee and the preparation of a neighborhood enhancement plan. Use of Community Development or other available public funds for Neighborhood improvements under the plan, could make households in a designated neighborhood eligible for State Deferred Payment Rehabilitation Loans.

#### MOTIVATION AND FACILITATION PROGRAMS

As was stated earlier, if Manteca is to reach or even approach the goal of 80 new or rehabilitated affordable dwelling units per year, it will need to muster all the available resources - both public and private. In order to insure that all possible resources are uncovered and brought to bear, it is recommended that the City Council establish, under the general direction of the Planning Commission, a Manteca "Affordable Housing Committee." The Committee should be composed of representatives of the building and development industry, including financial institutions, representatives of the social agencies interested in housing, and representatives of the potential consumers of such housing. The Affordable Housing Committee should be charged with the following responsibilities:



1. Monitoring progress in the achievement of the housing goals set forth in this Housing Element; and, reporting successes, opportunities, and problems to the Planning Commission, the City Council and the citizens, along with suggestions, whenever possible, for remedial action.
2. Maximizing the private sector's contribution to meeting the housing need through seeking out nonprofit groups such as churches, fraternal and labor organizations, and others to serve as nonprofit sponsors under Section 8.
3. Providing data for potential housing suppliers on the availability of Federal and State programs and combinations thereof which could lead to more affordable housing.
4. Providing information to low-income families, the elderly, and the handicapped on the housing opportunities available to them, and providing guidance in meeting eligibility requirements.
5. Providing financial guidance to owners or occupants of older and potentially deteriorating housing and other programs available for housing rehabilitation. Maintain a list of architects, contractors, and artisans skilled and interested in rehabilitation work.
6. Seeking appropriate locations in the City and stimulating interest in the creation and operation of Neighborhood Enhancement Districts.
7. Monitoring Federal and State governments in order to bring any new and promising housing assistance programs to the attention of City government, the community, and potential developers.



8. Acting as a special advisor to the Planning Commission and City Council on the updating and extension of the Housing Element of the General Plan.
9. Advising the Planning Commission and City staff with a review of City codes and ordinances in order to enable the Commission to identify and correct any provisions which may unduly and unnecessarily interfere with the provision of affordable housing.

It is intended that this Housing Element be generally applicable for the period from adoption through 1985. Responsibility for action, however, will rest with the City Council as advised by the Planning Commission and, when appointed, by the Affordable Housing Committee. Furthermore, it should be the intention of the City of Manteca to continue to seek the cooperation and participation of the San Joaquin County Housing Authority, in order that all possible Federal and State housing programs for which the City qualifies can be made available for use in Manteca.

It is the declared intention of the City to periodically review, improve, and extend this 1980 Housing Element whenever necessary before 1985, and for any subsequent five-year planning periods.





## URBAN DESIGN PRINCIPLES FOR THE GENERAL PLAN

### CONCEPT AND APPROACH

Manteca has a typical level San Joaquin Valley site west of the Sierra foothills. The City has created significant public design features, such as the golf course and Civic Center, and has initiated revitalization of the Yosemite Avenue business district. However, the Urban Design principles in the updated General Plan will need to go beyond concern only for the design of certain parts of Manteca. These design principles also will include the visual character of the whole Manteca environment - from perception of over-all City form, to the internal characteristics of its constituent sectors. Particular attention will need to be given, as well, to alternatives for its entire Urban Growth Fringe. The desired "small town" character should be maintained.

Like most other cities, Manteca at present contains sections in which the internal visual characteristics are somewhat chaotic, as along North Main Street. Some other areas offer a relatively monotonous repetition of urban forms - such as within some of Manteca's relatively new subdivisions. It is also clear, however, that the seeds for good levels of design quality do lie dormant throughout some or even most parts of Manteca - waiting only for release. Given the City's special role in the Valley as a desirable residential center, it is clearly important that its visual qualities be enhanced particularly for its residents, and those who visit Manteca.

The approach followed in this Section begins with an initial Visual Analysis, and leads to a statement of the Urban Design Principles contained in the General Plan Update. The statement of principles also includes typical programs for implementation through public and private actions. The approach reflects principles contained in the Consultant's article on Urban Aesthetics.\*

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\* Urban Aesthetics, Sydney H. Williams, Town Planning Review, Vol. XXV.



### Adopted Goals for Urban Design Improvement

To be effective, Urban Design improvement in Manteca must deal with the City and its surrounding agricultural region as an ongoing, changing, social and physical fabric. Unlike a building or a formal plaza, the overall character of a city has no simple beginning or final time of completion. It is clear that only moderate control has been exercised over the perceptual character of Manteca. Nevertheless, the visual quality of the City undoubtedly does affect those who visit and live in Manteca. Thus, design goals for Manteca aim to increase enjoyment through variety, harmony, and rhythm, and to avoid chaos and monotony; all focused on improvement of Manteca's overall urban design quality.

The following statements concerning Urban Design are taken from the Summary of the Adopted Goals and Policies for the Manteca General Plan, based on the Policy Conference held in Manteca in March.

Under Goals for Overall Character, for example, the desire to retain Manteca's "small town" atmosphere in future years, and to provide for an orderly expansion of its "growth boundaries," relate directly to Urban Design Principles. Industrial growth was to perpetuate and continue to encourage development of "clean" industries. Residential conservation would focus on "rehabilitation" of older dwellings and areas, and new development would focus on a degree of "mixed densities," and "planned open space." Policies for Inner City Revitalization are to include the use of "Neighborhood Enhancement" Zoning, for revitalization of the fringe of the Core Area. New "urban features," such as Library Park are to be encouraged downtown, together with the enhanced "building facades" and "improved" signs. Commercial development was to be "clustered" along thoroughfares, and "volunteer clean-up" programs are to be encouraged. The specific adopted Urban Design Goals include the following:

- . Provide strong enhancement of all Manteca's gateways.
- . Provide design control for signs and commercial uses.
- . Encourage a high quality of landscaping throughout Manteca.
- . Provide landscaped edges to define City's outer form.



The final urban design goal recommended includes the provision of bicycle and walking paths throughout Manteca.

### VISUAL ANALYSIS OF MANTECA

The following Visual Analysis provides background for the Urban Design Principles stated in this Section of the Plan. The Visual Analysis reflects impressions derived from visits to Manteca, but is not intended to replace a future formal Visual Survey. The latter will be the first step in the preparation of a formal General Plan Urban Design Element. The Visual Analysis, however, does reflect the average perception of the City by Manteca residents, as they may recall its overall internal visual character. The overall external form of Manteca - how it actually appears in a panoramic view from above - is put together reasonably well by persons who move about in it at ground level. Thus, the Visual Analysis concentrates on the City's characteristic outer shape, the internal relationship of its parts, and the patterns of movement within Manteca, and into its San Joaquin County environs.

### Three Dimensional Characteristics of Site

Manteca occupies a site within the northern level plain forming the central San Joaquin Valley, surrounded by intensive agricultural uses, including orchards and field crops. The City is also punctuated by strong linear elements, including the railroads, the intersecting highways and freeways, and regularly spaced section line roads, which lead around, into, and across the City. Skyline views of the Sierra and its foothills to the East, and the Coast Range to the West, are apparent when the air is relatively free from pollution. The San Joaquin River is four miles west of developed Manteca.

### Basic Urban Patterns - The Overall View

Manteca's basic urban pattern is derived from the foregoing penetrating linear elements, particularly the Section Line road grid, which provides the City's internal thoroughfare system. As well,





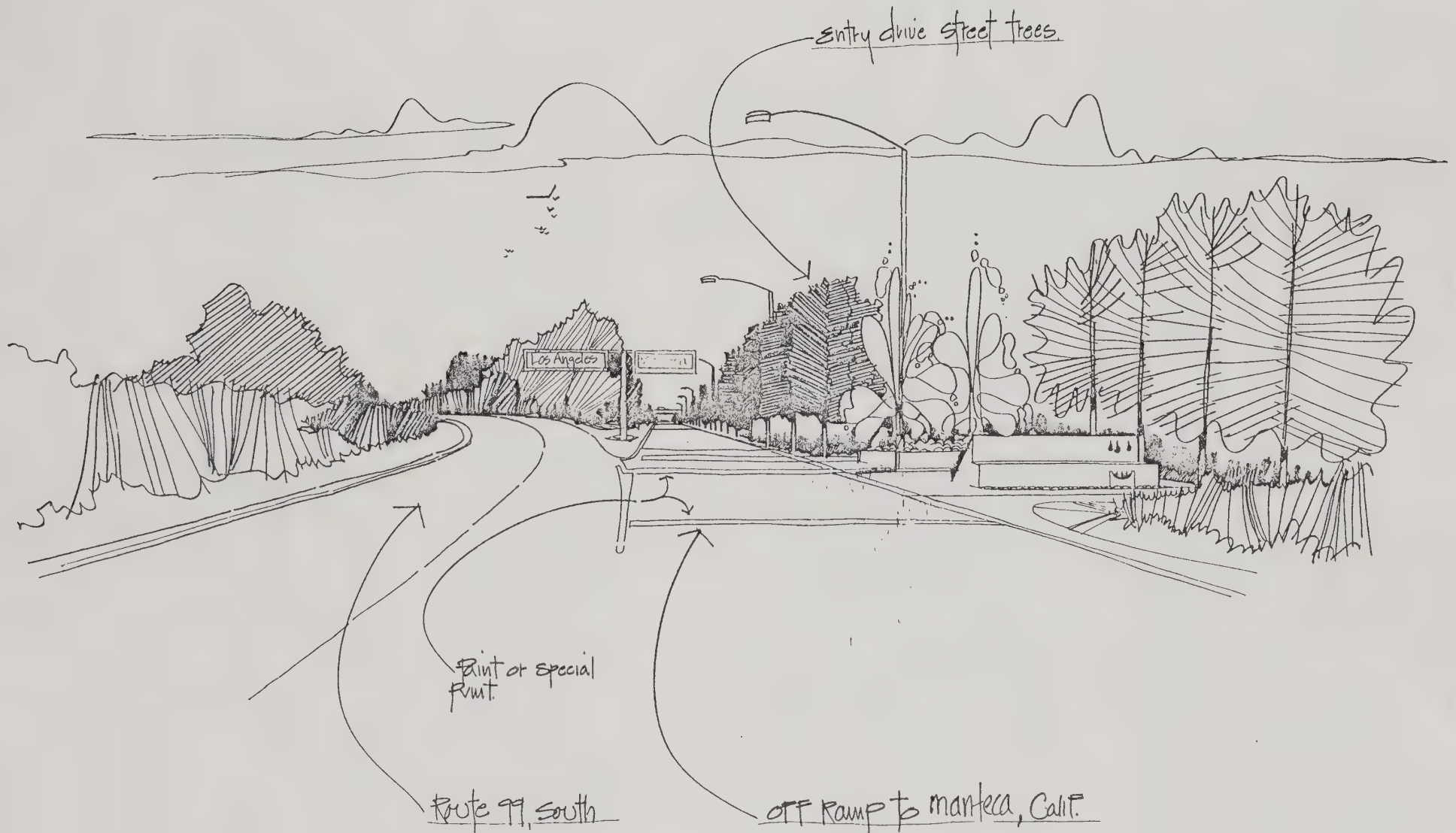
the system of rural roads fades out into the agricultural areas and contains only a few scattered dwellings. In Urban Design terms, more or less organized patterns of Urban Development are referred to as "Urban Textures" - varying from low density single family houses, to intensive patterns of large or tall buildings. The City's basic Urban Textures consist primarily of one and two story residential and commercial buildings, patterned along gridiron streets, which fit within the section line system. Larger building groups are found along parts of Yosemite Avenue, North Main Street, within the developing Industrial Park and Spreckels site. Other large buildings, including schools, churches, and the Civic Center, show up in a variety of other locations. Fortunately, in much of Manteca, street trees, and the planting on private property soften the underlying urban texture of buildings within the City, with beneficial effects on its basic character, for the people within it. In contrast with landscaping, a serious negative effect on the City's visual character results from the chaotic signs in many places, such as along Yosemite Avenue (primarily downtown) and North Main Street.

As to Green Areas, the elements of urban design forming the primary visual contrast with all developed urban textures is, most predominantly, the broad agricultural valley that surrounds Manteca. Within the City, the Golf Course and Park are highly significant, as are parts of the Spreckels site, the two High Schools, Northgate Community Park, and the many elementary schools, and public and private institutions which dot the City. Naturally, the relatively new Civic Center complex has begun to provide a beneficial green area within the overall developed urban textures of Manteca.

#### Manteca's Internal Visual Character

Clearly, the expressed desire to retain Manteca's "small town" atmosphere reflects the residents sensitivity to its more or less historic internal visual character. Elements which create this





PERSPECTIVE  
ROUTE 99 AND FUTURE YOSEMITE AVE. GATEWAY TO MANTECA  
no scale



character include some of the City's inner patterns of relatively small dwellings, and of low-rise apartments, offices, and small shops - these can be found in the general vicinity of Yosemite Avenue, and in some older sections of inner Manteca. Fortunately, as well, there are frequent patterns of mature shade trees in these older residential sections. The lack of large, out-of-scale shops, offices, and apartments, in older Manteca also contributes to the visual impression within the City.

Although it was not adopted officially, the study made for Yosemite Avenue in the 1960's has resulted in some redesign of buildings. However, many parts of the street are still quite uncoordinated and rundown - and reflect the outward movement of active businesses to North Main Street and elsewhere in and out of Manteca. North Main Street contains some well-designed structures, but it is more characterized by numerous signs, and scattered commercial uses. Ribbon uses are also situated on the eastern and western sections of Yosemite Avenue. Visual coherence is lacking on scattered ribbon development at these locations.

Generally speaking, a level of visual coherence is apparent in the Industrial Park - a tribute to the design review exercised by the City, and the response from these new industries. The Spreckles area benefits particularly from the groves of mature trees which are located between their buildings and Yosemite Avenue.

Gateways are an important factor in the visual quality of every community, and create a lasting impression with residents and visitors as well. Presently, Manteca's gateways from surrounding roads or freeways are lacking in distinction, primarily due to a lack of landscaping and the character of the types of commercial uses which exist at these locations.







PERSPECTIVE  
FUTURE BYPASS MAIN STREET GATEWAY TO MANTECA  
no scale



## PRINCIPLES FOR DESIGN ENHANCEMENT IN MANTECA

Now that municipal laws related to securing the safety and functional well-being of residents are fully accepted as a valid exercise by public authorities, attention is shifting to the need for regulations related to the design or perceptual quality of the urban environment. The need for such regulations is reflected in many of the policies adopted at the Manteca policy conference. Without a doubt, the past visual quality in Manteca's urban environment contributed to and enhanced the quality of life for its residents. Why else, for example, did Manteca become the preferred place to live for so many San Joaquin County residents for so many years? Clearly, the present challenge is for the City to conserve and enhance this quality in the future. Thus, prior to the preparation (at an appropriate time) of an Urban Design Element, it is useful now to state some principles for design enhancement in this City.

### Internal Residential Character

As noted in the analysis of Manteca's present visual characteristics, the City's desired "small town" character is related to achieving internal quality in all its residential areas - dwellings of all ages, and areas, in all parts of the City. Wherever applicable, the following principles should be considered appropriate:

- . Rehabilitation of deteriorated dwellings, throughout Manteca.
- . Avoiding any unpleasant interface between residential and non-residential uses.
- . Providing variety in dwelling types - versus an excessive duplication of similar block patterns, or nearly identical dwelling types on similar parcels.
- . The universal provision of attractive street trees, together with good private landscaping.
- . Providing other internal amenities - linear parks, bicycle trails, and parks and playgrounds well distributed in all quadrants of Manteca.



### Commercial Development Quality

Competition is the essence of all commercial enterprises in and adjacent to urban communities - high visibility combined with cheap land is frequently the objective in this regard. However, once a number of commercial enterprises are well established, as is the case in Manteca in several locations, it may be questioned that a "Las Vegas" visual character really contributes to the volume of sales. This is particularly true if a level of visual nuisance is created which detracts from the overall visual quality desired in the City. The following principles should be studied in terms of legislation to cover the design of commercial development for Manteca:

- . Enhance the historic character and quality of the Yosemite Avenue business district, through control of signs, landscaping, facade color and design, pedestrian amenities, etc.
- . Classify each shopping area in scale, from neighborhood to City-wide as appropriate, and ensure that all small neighborhood centers are designed and landscaped so as to be truly compatible with the residential areas.
- . Provide for retroactive improvement of the existing commercial development along thoroughfares - such as North Main Street - include lowering and redesign of signs, parking lot landscaping, and compatible treatment for the building facades. Five years should be allowed for full compliance.
- . Wherever possible, cut back excessive ribbon commercial development, and apply rules to improve the design and the landscape quality of the remaining uses.

### Special Attention to Gateway Design Quality

As noted in the Visual Analysis, design of Gateways is highly significant in achieving a good lasting impression from the overall visual character of a city. It is easy to recall delightful gateways, such as the entrance to Beverly Hills in Southern California, and dreadful examples, such as frequently existed in many cities, prior to adoption of relatively recent improvement programs. Now,





while some of the entrances to Manteca, such as along the highway forming the western extension on Yosemite Avenue, are at grade level, any more will involve movement from freeways, such as the 99 Freeway, east of central Manteca, and the future approaches north from the Bypass at South Main Street. Two perspective drawings, derived from a special study for another San Joaquin Valley community, have been carefully revised to show visually how the East Yosemite and South Main Street Gateways to Manteca could be designed and landscaped to appear. The guiding principles believed applicable to Manteca's present and future Gateways, are as follows:

- . Provide for professional landscape design of the gateway area - planting, pavement, etc.
- . Consider a special set of symbolic gateway signs - a logo identifying Manteca, for example.
- . Ensure existence of compatible visitor commercial uses, with an attractive level of architectural design (including signs) for all of the buildings directly visible close to each Gateway.

#### Need for Special Protection of Historic Buildings and Areas

Enhancement of the Yosemite Avenue business district is referred to earlier. However, the need for protection of all historic buildings and areas in Manteca is also important - ranging from Victorian and early 20'th Century dwellings and shops, to public schools and the old City Hall. Protection can range from voluntary compliance to passage of special zoning to protect historic character:

- . Containing definitions of the design characteristics of historic styles, ranging from tile roofed "Spanish" of the 1920's to 19'th Century Victorian.
- . Proposing principles to achieve compatibility of building design and landscaping.
- . Providing optimum procedures for design review by a designated public agency.



Other approaches could include special foundation funds for remodeling and improvement of historic buildings and districts in Manteca.



## URBAN GROWTH FRINGE ALTERNATIVES

Proposals for Manteca's Urban Growth Fringe could focus on and recommend only one of the following Fringe Alternatives; but, only if it were deemed to be applicable and desirable in all locations, and for any period in the future. However, such a single focus would be too rigid to be useful in most applications. Thus, as substitutes for urban sprawl, recognized to have severe disadvantages, one of the other three are recommended: Greenbelt and Satellite Communities; Defined Edge with Green Wedges; and Linear Park or Parkway Boundary. Each of these should be used wherever deemed most suitable for a particular location or situation, in the judgement of the City.

However, as the City strives to achieve an orderly fringe, the Linear Park or Parkway may be the most frequent or feasible alternative. This is because it can be designated as a public right-of-way for approved and defined public purposes.

### Alternative Number I - Disorganized Urban Sprawl

- . Key Characteristics: This alternative represents the nonplanning alternative for Manteca - allows almost every use, from ribbon commercial development to scattered rural-non-farm dwellings out along section lines almost anywhere on the fringe of the community - may be encouraged by weak or premature City or County zoning and sometimes by over-permissive annexation procedures in earlier years.
- . Potential Benefits and/or Problems: Key benefit is the lack of need for Manteca to come to firm policy decisions which adversely affects some fringe-area property owners, and postpones dealing with fringe-area problems in the City until they have become critical.

Key problems is that scattered non-farm uses can destroy far more viable agricultural land use than the amount of land





actually used for planned and developed housing; and, that viable, well-serviced residential neighborhoods will not be created in Manteca through urban sprawl. The same can be said for sprawling industrial or ribbon commercial uses adjacent to Manteca.

#### Alternative Number II - Greenbelt and Satellite Communities

- . Key Characteristics: This alternative expresses Manteca's need or desire to protect its surrounding open space and agriculture at the fringe of the City. The best known example of this alternative is London, but examples in California include some fringe area sectors of Watsonville and Salinas. This alternative also expresses the need to create viable fringe-area residential neighborhoods. Minimum areas of not less than about 100 acres would accommodate 400 families or more for Manteca, possess internal environmental viability, and be large enough for feasible extension of desirable urban services from the inner City.
- . Potential Benefits and/or Problems: The key benefit for Manteca is the possibility of rationalizing the variable characteristics of the City's existing urban fringe, in terms of suitability of the soils for agriculture, or the land for open space versus urbanization. It also permits variation among land owners in terms of their individual need or desire to develop their land for urban uses, or to preserve it in agriculture, permanently, for a period of years. Another benefit, as noted, is the possibility of creating viable residential neighborhoods, while enabling agriculture to be continued, and protected open space to be enjoyed at the edge of Manteca.

Potential problems to the City would reflect an ever present need for firm action to preserve the defined edge of Manteca, with a measurable level of certainty in terms of future urbanization. And, from time-to-time, the City would need to plan for,



or against, development within the created greenbelt, in response to pressure from particular property owners. It may also be argued that satellite communities are somewhat less efficient than containing all future urbanization entirely within the defined edge of Manteca.

### Alternative Number III - Defined Edge with Green Wedges

- . Key Characteristics: This alternative is similar to Number II, in terms of a defined edge separating Manteca's urban community from its agricultural environment. It differs somewhat in the assumption that satellites, as shown in Alternative II, would be discouraged or not permitted. All or most all development would thus be contained within the defined edge of the City. Penetration of the urban community by agricultural land would take the form of wedges, defined areas of suitable size, and/or contained strips in suitable locations.
- . Potential Benefits and/or Problems: Key benefits versus urban sprawl are similar to Number II, in terms of rationalizing the variable characteristics of Manteca's urban fringe with a defined edge, as it relates to agriculture, urban needs, and/or property owners' desires. As to the form and viability of the City's urban fabric, the complete continuity of development within the urban mass and its branches can be construed as a potential benefit to Manteca in terms of the extension of urban services - versus a greenbelt and satellites, for example.

A potential disadvantage of this alternative is that it may be difficult to create a shapely edge for the City - as readily as in the case of Alternative II, or the linear park in Alternative IV. And, that all potential satellite communities around Manteca are linked to its inner area by arms of urbanization, versus greenbelt separations, which on the ground might make conditions more suitable and/or attractive. It may be difficult to protect the greenwedges and strips from urbanization at a future time - possibly more so than a greenbelt.



#### Alternative Number IV - Linear Park or Parkway Boundary

- . Key Characteristics: The defined edge in the case of this alternative consists of public property in a linear strip of constant or varying width; for potential use as a linear park, possibly containing hiking, or bridle, or bicycle trails, and widened areas for playground or park use. As another alternative, in a suitable fringe location, the linear strip could contain a vehicular parkway for development at an appropriate time in the near or distant future. It would be acquired through purchase by the City and/or negotiation with owners and developers of adjacent property, and would constitute the edge of Manteca, until or unless development is allowed to occur beyond it.
- . Potential Benefits and/or Problems: Unless development rights are acquired by Manteca for the greenbelt in Alternative II, and the green wedges and strips in Alternative III at substantial cost, the linear park or parkway boundary in Alternative IV would provide the clearest and most definite edge for the community. Another potential advantage is that it would constitute an attractive interface for the agricultural or open space land beyond it initially. If development over occurs beyond a defined edge, it could constitute an attractive linear park or parkway within the City's urban fabric. Lastly, the need to keep it from wandering erratically could lead to compact urban form.

The key problem associated with this alternative includes the need to clearly define the City's outer form in Manteca's graphic General Plan, and expend funds or negotiate the acquisition of the strip needed for the Linear Park or Parkway.

#### Conclusions - Principles Incorporated in the General Plan

- . Value of Attention to the Above Alternatives: Consistency in legislative policies is held as a considerable virtue by the citizens and property owners affected by such policies. This emphasizes the benefits in selecting and adhering to consistent





policies as to the development on the fringe of Manteca. It does not include the toleration of consistent urban sprawl, even if this is held by some to be desired. As noted, there appears to be special benefit in emphasizing only one of the above alternatives for the Community's defined urban edge. In some cases, however, a defined combination of two or three alternative edges could be better, and easier to achieve.

Beyond legislative consistency, there are other significant values in giving Manteca a consistent urban form based on urban design principles. This recognizes the importance of urban design quality to citizens living in the community, since communities with a consistent edge (such as San Francisco) are specially admired in regard to this feature. Thus, it is believed that Manteca should pay special attention to a consistent urban edge as an Urban Design Principle in the Plan.

- . Defined Combinations of Alternatives: A defined, rather than an erratic combination of one, two, or three of the urban fringe alternatives offers Manteca an opportunity to deal effectively with the different factors that do exist in various fringe locations. For example, in one sector of the fringe, a park or parkway may be both possible and desirable, whereas, in another location, a defined greenbelt with one or more satellite communities may be preferable. Clearly, the selection of alternatives, as shown in Manteca's graphic General Plan, supported by good zoning will help update the Plan. The first step was the City's statement of urban fringe principles at the Policy Conference.

#### Fringe Alternatives Shown by the Graphic General Plan.

Comprehensive expression of Urban Fringe alternatives in the Graphic Plan is not precise in all locations, and thus, in some cases, represents lower levels of certainty in the Plan. This is because



of the many factors which will affect the size and dimensions of various submitted land development proposals, and the design of the subdivisions annexed to the City of Manteca. In some locations, (consistent with the analysis contained in this Section) there are quite precise recommendations for location of the Linear Park boundaries designated. Furthermore, some of the Linear Park recommendations can be given a relatively high level of certainty in the Plan. Clearly, San Joaquin County support of the City's efforts to achieve an orderly growth fringe is another factor affecting the level of certainty of proposed solutions to fringe area problems in the Plan.

The following Growth Fringe Alternatives are described as shown by the Graphic General Plan for Manteca:

- . Urban Sprawl Alternative. Hopefully, some existing small rural clusters of dwellings may in future years be absorbed into the expanding urban fabric, or planned satellites for Manteca. In any case, they should not be allowed in future years. Scattered or clustered rural dwellings now exist and are shown by the Graphic General Plan in the north along Lathrop Road near Airport Way; south, along Woodward Avenue; east, on and near Cottage Avenue and Austin Road; and in the northwest, along Louise Avenue. The Graphic Plan shows where these may be absorbed by future growth of the City.
- . Greenbelt and Satellite Communities. The Satellite Communities, expected to be separated by greenbelts from the urban fabric of Manteca for a number of years, are shown in several locations: in the North, an existing satellite is located just east of Highway 99 and north of Lathrop Road; on the east, a satellite exists and is shown for expansion east of Austin Road and north of Yosemite Avenue; on the west, a new satellite is proposed just north of Yosemite Avenue, on Airport Way. Beyond what is shown by the Plan, however, future development in the



vicinity of Manteca's fringe may indeed lead to situations where the best long-range alternatives, in terms of optimum land use patterns, will be through creation of an agricultural greenbelt and one or more satellite communities.

- . Defined Edge with Green Wedges. In some cases, the Graphic General Plan shows interim Edges and Green Wedges which are so located that future development will ultimately absorb the Wedges. This may be the case, for example, in the northeastern section of Manteca's fringe, along the long diagonal stretch between the Louise/Cottage intersection, and the North Main/Lathrop intersection. However, some permanent Green Wedges are proposed generally south of Yosemite Avenue, and east of the 99 Freeway; south of the 120 bypass at Airport Way; and in the long-term future west of Airport Way; and north of Lathrop Road west of North Main Street. As with future greenbelts and satellite communities however, future events may enable the City to create clearly defined edges and green wedges in other City fringe locations, as deemed appropriate by the City at that time.
- . Linear Park or Parkway. As noted, this form of boundary has the significant advantage of consisting of a strip of public property, acquired by purchase or negotiation as urbanization occurs in its vicinity. Examples exist on the Graphic Plan whereby, such a parkway can consist of a circumferential thoroughfare route, providing for an attractive scenic drive with open fields along one site, and urbanization along the other. If development ever occurs beyond such a parkway, it would exist as an attractive urban feature within the City. In the Graphic General Plan, the westward extension of Northgate Avenue is one such feature, and others may be developed along linear parks where appropriate, in future years.

As noted, the other linear public features shown on the Plan are Linear Parks. These park features are depicted along the





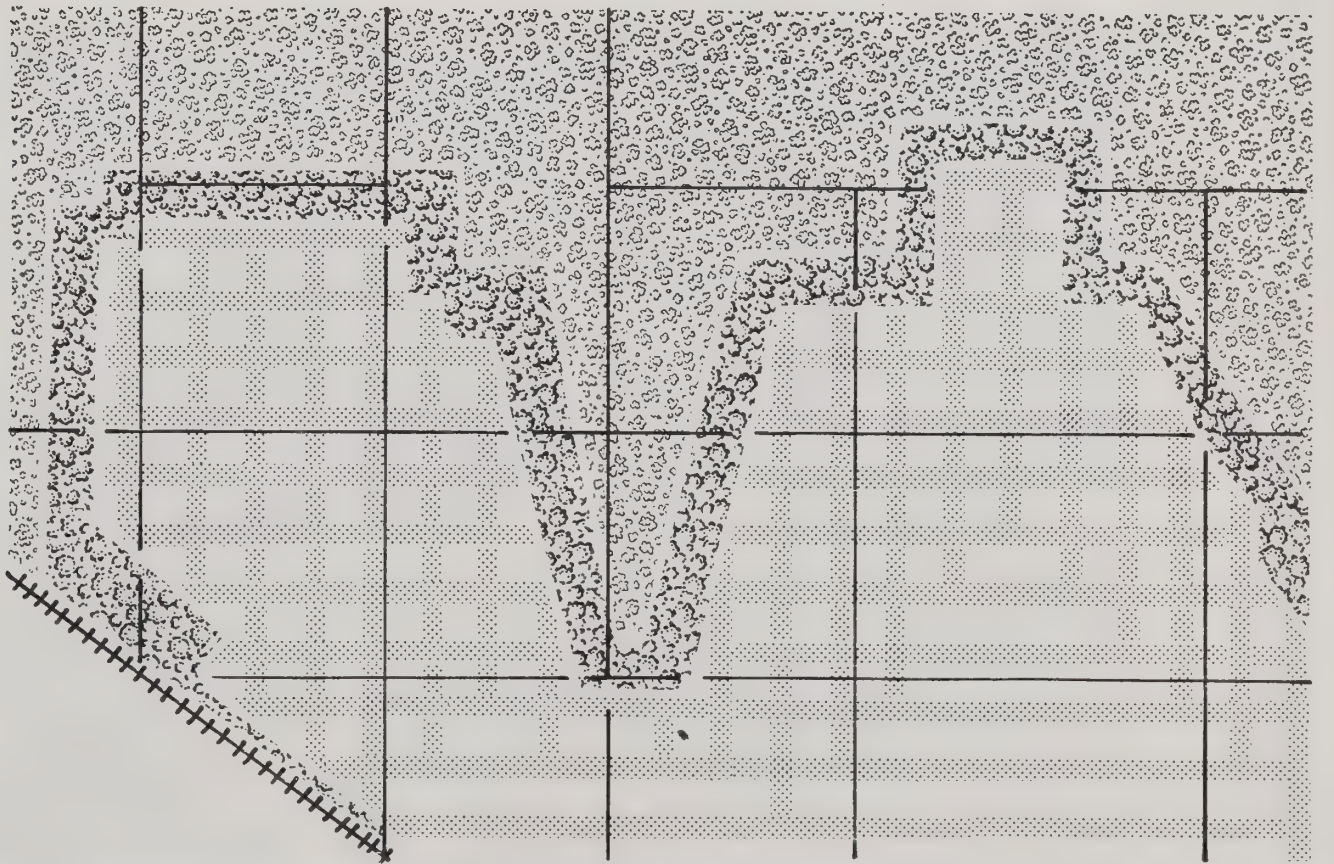
north edges of the City. In some cases the linear park areas are located beyond any anticipated development. From the point of view of constituting a viable future urban edge - believed to be the most desirable alternative - the outer linear parks with pedestrian/bicycle routes illustrate this feature. However, like the vehicular parkway, if development ever occurs beyond a linear park, it can still constitute an attractive inner feature of the City.

As with Alternatives II and III, and where appropriate and possible, the City should endeavor to deal creatively with the acquisition of Parkways and Linear Parks in future years, along Manteca's Urban Fringe.





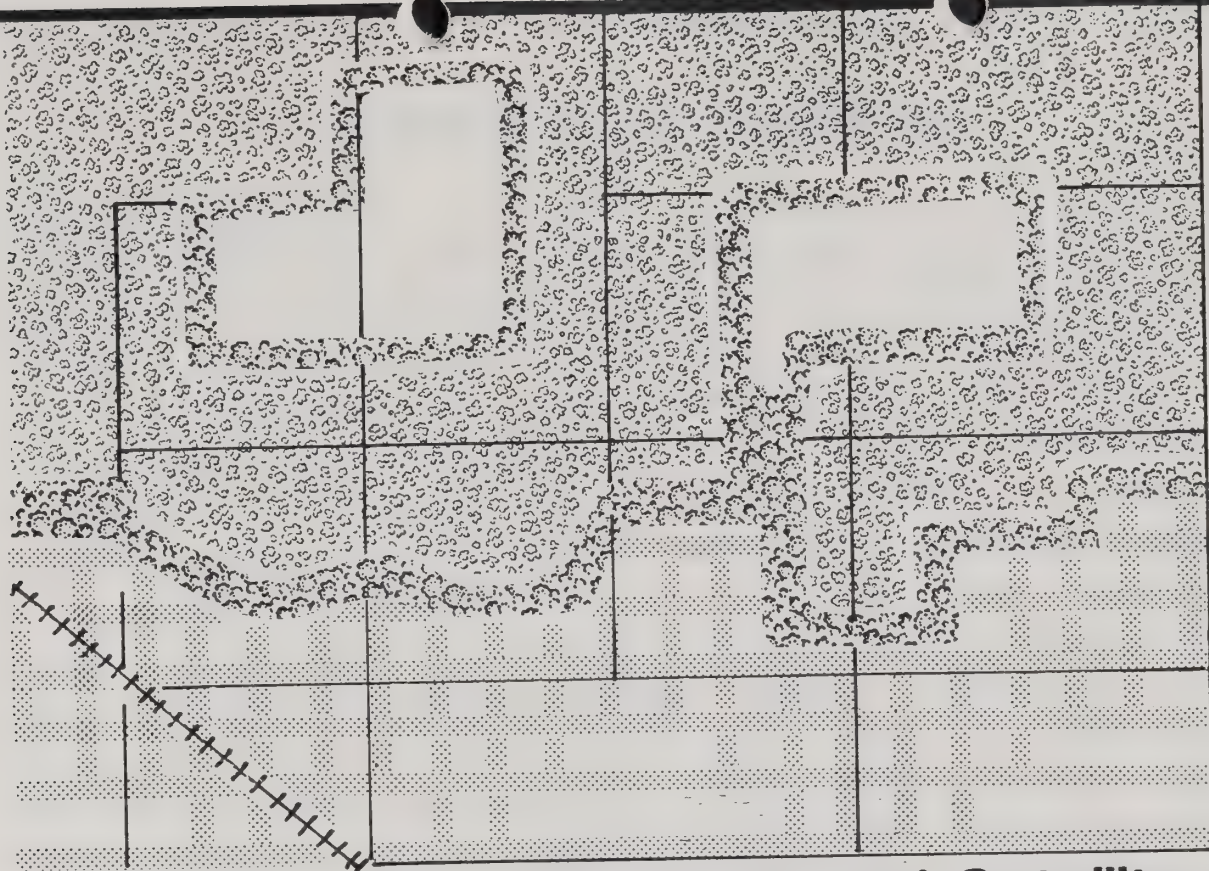
**Alternative #1 - Disorganized Urban Sprawl**



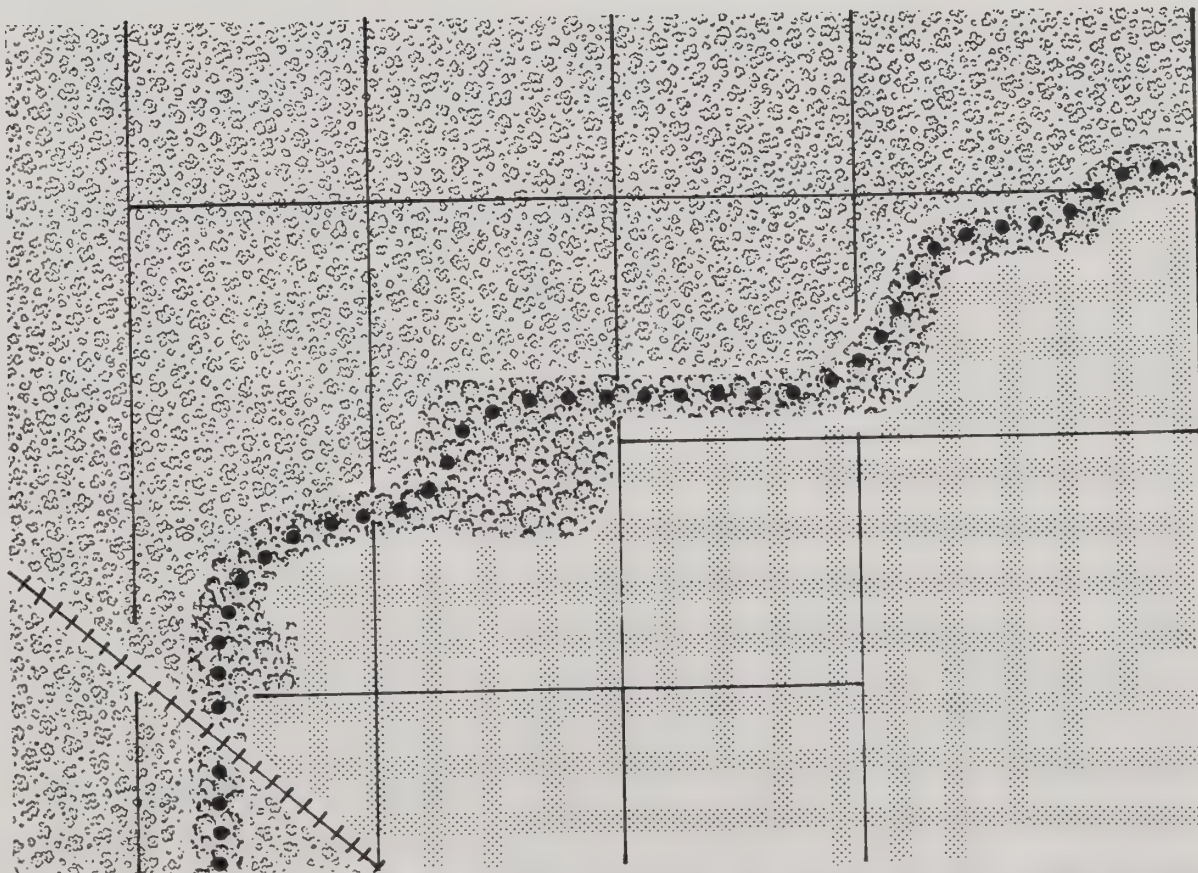
**Alternative #3 - Defined Edge/Greenwedges**







**Alternative #2 – Greenbelt and Satellites**



**Alternative #4 – Linear Park / Parkway**





## IMPLEMENTATION OF THE GENERAL PLAN

### THE ZONING ORDINANCE

Contemporary zoning is one of the most essential, as well as traditional tools for carrying out the General Plan Update. It is an immediate and binding law which governs private use of land, the size of land parcels, the height, bulk and frequently design quality of structures and their placement on land parcels. Now, planning has become more strategic, and places strong emphasis on the processes by which a short, intermediate, and long-range planning proposal can be translated into desired reality. It follows that the General Plan and the Zoning Ordinance are even more intimately linked than was frequently the case in past decades. Manteca is fortunate that it has an up-to-date and truly modern zoning ordinance. The Ordinance contains principles and makes provisions to carry out the City's overall Community goals, recommended plan policies and strategies, and other important aspects of its future development. Important aspects, of course, include the protection of open space and the creation of a logical fringe or edge for the City - or a system of edges for development at the fringe of the City's urbanized area.

### Residential Zoning Districts and the Living Environment

Residential districts provide for the desired variety in dwelling types, with single family lot sizes ranging from 6,000 to 20,000 square feet to ensure variety in the City's living environments. The ordinance also provides an entirely new "Neighborhood Enhancement" district (N-E) which can and will be used to revitalize and stabilize wherever necessary and appropriate, the older neighborhoods in the City. It provides alternative procedures, as appropriate, to reverse the cycle of neighborhood deterioration and enable investment capital to be attracted for revitalization of older residential districts. Both procedures are initiated with the delineation of a specific Revitalization Area. The first alternative procedure provides for a Neighborhood Enhancement Plan to be prepared with resident participation; this Plan includes pertinent land use categories and needed public improvements along with requirements for citizen participation. The second alternative



does not require a Neighborhood Enhancement Plan but sets up special Compatibility Review procedures to ensure that all new development or major remodeling in the designated area will be in character with and enhance all existing development. It allows flexibility in types of land uses if particular new types of uses will enhance and not detract from existing development. For instance, low-rise paratemnts could be permitted in areas containing older single family dwellings or duplexes, if their proposed character is similar to the existing dwellings. Site placement and overall bulk of an apartment building will also be important in terms of how well it physically fits, without overwhelming other smaller homes within the immediate area environment. Clearly, such flexibility will help attract new investment capital into older neighborhoods, and can assist in revitalizing such neighborhoods. Particular areas where use of the NE District will be appropriate in Manteca can be selected through field studies. The NE district is also intended to be useful in creating clear interfaces or transitions among differing land uses. For instance, two different types of uses - such as commercial and residential uses - can be interfaced in an attractive, rather than the frequently harsh manner which oftentime exists among individually designed residential and commercial uses.

Adoption of the Planned Community Zoning District (PC) as prepared earlier, will soon permit the City to prepare public plans or review and approve private plans prepared for newly developing areas outside of Manteca's present urban complex. This District also can, through the procedures provided, exercise control of the basic character of such new development while allowing a necessary amount of desirable flexibility in carrying out plans for development which may take several years or even a decade to be fully completed. Naturally, it will also be useful for carrying out the goals and andy specific recommendations in the General Plan which apply directly ot the quality and character of Manteca's fringe areas.



### Commercial Zoning Districts

These Districts provide for all the necessary types of shopping facilities recommended in the updating of the General Plan. Application of each type of 'Commercial zoning, if done judiciously (and not in excess of needs as defined by the Plan), will ensure that commercial development is carried out satisfactorily in future years in Manteca.

### Industrial Zoning Districts

The Industrial Park district with the added performance Standard Regulations should prove successful and few problems are seen in carrying out the recommended expansion of this District. The Manufacturing District appears fully adequate as well.

### Open Space Zoning District

The Open Space District (OS) provides for the protection of public and private open space, together with recreation facilities and the like. It will also provide for the protection of agricultural uses and will be useful in achieving the goal of cohesive urban form and orderly development on the growth fringe of Manteca.





STATEMENT IN LIEU OF AN ENVIRONMENTAL  
IMPACT REPORT

INTRODUCTION

The relevant requirements of the California Environmental Quality Act are addressed by the Comprehensive Update of the Manteca General Plan. In accordance with State requirements, the following outline is submitted in full satisfaction of the California Environmental Quality Act. The essential requirements of the Environmental Impact Report are numbered 1 through 9. The sections of the Comprehensive Update of the Manteca General Plan which deal with each requirement are listed by title and page, and are hereby incorporated by reference.

ESSENTIAL EIR REQUIREMENTS

	<u>p.p</u>
(1) <u>Summary of Proposed Action and its Consequences</u>	
Ref: The General Plan System for Manteca	2-4
Review of Existing General Plan Elements	5-8
(2) <u>Description of Project &amp; Environmental Setting</u>	
Ref: General Character of City	8-9
(3) <u>Significant Environmental Effects</u>	
Ref: Demographic Research	9-10
Projection of Residential Growth	11-17
(4) <u>Unavoidable Environmental Effects</u>	
Ref: Description of the Manteca General Plan	19-23
Growth Areas	24-28
Industrial Development	28-30
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Public Facilities	36-38
Circulation	38-39

CHAPTER: 10  
THE HISTORY OF THE UNITED STATES

The history of the United States is a story of a nation that was born out of the struggle for freedom and self-determination. It is a story of a people who have fought for their rights and their dreams, and who have built a nation that is a beacon of hope and freedom for the world.

The story begins with the first people who lived on this land, the Native Americans. They were a people of great courage and strength, and they lived in harmony with the land. They were the first to teach the Europeans about the land and the people, and they were the first to show them the way to a better life.

The story continues with the arrival of the Europeans. They came to this land in search of a new world, a place where they could build a better life for themselves. They found a land of great beauty and wealth, and they began to settle here. They brought with them the tools and the knowledge of a new world, and they began to build a new nation.

The story ends with the present day. The United States is a nation of great strength and freedom, and it is a nation that is a beacon of hope and freedom for the world. It is a nation that has built a great legacy, and it is a nation that is proud of its history.

10-1	The first people who lived on this land, the Native Americans.
10-2	The arrival of the Europeans.
10-3	The settlement of the land.
10-4	The building of a new nation.
10-5	The present day.



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(5) Mitigations

Ref: Adopted Goals & Policies for Manteca General Plan	18
Housing Element of the Manteca General Plan	41-54
Urban Design Principles for the General Plan	55-61
Principles for Design Enhancement in Manteca	62-65
Urban Growth Fringe Alternatives	66-73

(6) Alternatives to the Proposed Action

Since both State law and precedent public policy require the preparation and adoption of the General Plan, there is no feasible alternative to the proposed action.

(7) Relationship Between Local Short Term Uses of Man's Environment and the Maintenance and Enhancement of Long-Term Productivity

Ref: The Time Framework-Phasing of the Plan	2-5
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(8) Significant Irreversible Environmental Changes Which Would be Involved in the Proposed Action Should it be Implemented

Irreversible change is involved in all urban growth; the purpose of the General Plan is to insure that these changes are basically positive.

Ref: Implementation of the General Plan	75-77
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(9) The Growth Inducing Impact of the Proposed Action

Ref: Projection of Residential Growth	11-17
Urban Growth Fringe Alternatives	66-74

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